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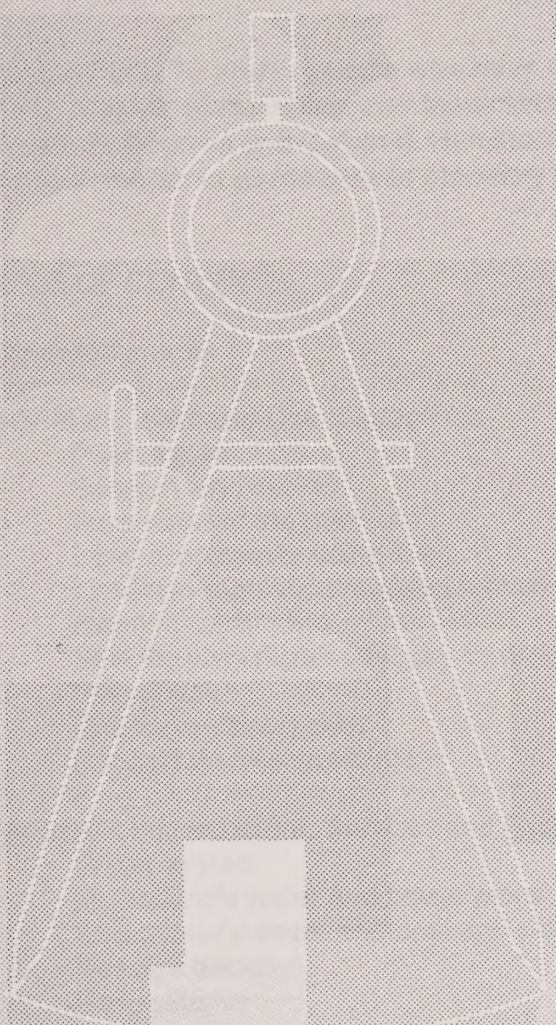

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CITY PLANNERS AND PLANNING IN LOS ANGELES 1781-1998

(Revised June 1998)

DEDICATION: To young people who have chosen or are considering planning as a profession, that it may provide perspective and inspiration as they pursue their careers. To G. Gordon Whitnall, Gordon B. Bennett and Calvin S. Hamilton who encouraged young people to become planners and inspired people to participate in planning their city.

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Early Plans and Land Use Regulations

Pueblo plan. Los Angeles was founded by Spanish governor Felipe de Neve and 44 colonists on September 4, 1781. Before departing from the San Gabriel Mission Neve drew up a site plan consistent with Spain's "Laws of the Indies" for design of *pueblos* (towns) in the New World (the Americas). He situated the pueblo and associated farm lands along the Rio de Porciúncula (later renamed the Los Angeles River). The central feature was a plaza oriented to the cardinal points of the compass. Around the plaza were lots for a church, colonists' homes and military facilities. A road was planned to connect the pueblo with the nearby San Gabriel Mission. A 1783 map of the pueblo shows a squared plaza bounded by L-shaped corner and rectangular home and public use lots, several streets entering the plaza and a grid of agricultural and home lots to the southeast, along the river.

Spanish land survey. In 1786 Governor Pedro Fages ordered army ensign José Argüello to prepare a land survey of the pueblo. Based on the survey, Fages instructed Argüello to formally allot home and farm lands to the settlers. Spain retained ownership of the pueblo and privately held lands. Owners could not transfer their land to another owner or encumber it by mortgage or other means. Land would be forfeited if abandoned, by failure to cultivate it or by non-compliance with other conditions.

Relocation of the pueblo. The pueblo was relocated at least three times. In the late 1790s the river overflowed, flooding all or portions of the colony. It is believed that the village moved to higher ground. In 1815 storms caused the river to overflow and change course. The town was flooded, including the foundation of the plaza church, which was under construction. The plaza church site was relocated. The town probably moved around the same time. The church was resited to its present location (on Main Street across from the current plaza). The plaza was reestablished to the north of the church (now a parking lot). Homes were constructed around the plaza. The plaza was moved again (probably 1825-30) to the general location of its present site. Plans probably existed prior to each of these moves.

Land allocation/building lines. Under Spanish rule, Spain retained ownership of all lands and the right to reclaim and reallocate them. Land use was conveyed "for common advantage" and reverted to Spain if it was not cultivated, if it was abandoned or if the owner did not abide by other conditions. The use of the land could not be 'alienated,' i.e., could not be transferred to another owner. Under Mexican rule (1822-1847) the city was given and retained ownership of pueblo lands granted to it by Spain and was responsible for allocating its lands. Parcels were allocated by the city council for specific uses, e.g., grazing land, home, orchard, zanja (water ditch). By the late 1820s recipients were charged a fee for parcel allocation. Improvements to be used by the public or which affected public uses (e.g., bridges over public zanjas) had to be approved by the council, otherwise proprietors could improve their holdings as they desired. Property owners who specifically benefitted from streets, alleys, zanjas and dams were charged fees to pay workers to construct, repair and maintain them. Sometimes the council restricted property use. If a parcel was not improved, was abandoned or fees were not paid within the time specified, the parcel could be reclaimed by the city. Land rights could be given to family members but not be sold without council permission.

Building lines were established by the council to denote parcel boundaries and define streets and alleys. Lacking precise maps and property descriptions, building lines were imprecise, resulting in property line disputes. Disputes increased when proprietors began erecting fences to enclose livestock and protect orchards and fields from roving cattle and pigs. Requests for alley closures and vacations often were opposed by neighbors who relied on alleys for access. As the city grew, the council became increasingly concerned about providing adequate streets and enforcing building lines between properties. It promulgated laws prohibiting people from building fences or structures over building lines and threatened seizure of property or imposition of fines for violation. Council records generally do not contain maps or records of lot boundaries or construction information. Possibly the records were kept by the issuing authority (council committee, mayor or rancho justices) or by the property owners. Records appear to have existed because owners sometimes provided detailed lot descriptions and maps when they petitioned for resolution of boundary or ownership disputes.

The burden of investigating land records, visiting lot sites and conducting hearings regarding disputes became so great for the *alcaldes* (mayors) in 1833 that First Alcalde José A. Carrillo delegated the duties to the police committee. All disputes of any kind were referred to the committee including acts of violence, drunkenness, theft; objections to alley vacations and closures; and enforcement of building lines and other property disputes. In 1836 First Alcalde Manuel Requena appointed a vacant lands committee to investigate and make recommendation regarding allocation of parcels. The committee later was assigned other land allocation matters, including transfer of deeds to abandoned lands, lot additions and detachments and determination of lot lines.

A street committee was appointed in March 1836 by Requena to prepare a plan to eliminate irregularities in the city's street system. In 1844, after suspension of city government by Mexico for four years, Requena was again elected first alcalde. In June he appointed another street committee to "arrange as far as possible, the alignment of streets, that they may be left free to the use of the inhabitants traveling over same." There is no record of the recommendation of the committee, however it appears that a policy was enacted because in 1846 the vacant lands committee was responsible for allocating lands so that lots would be properly aligned to provide for adequate and straight streets.

Land use regulation/required fences. The city's first recorded regulation of a specific type of land use appears in the council minutes of July 7, 1838. The council adopted a set of laws that included prohibiting making adobe bricks within the city limits without permission of the authorities (presumably one of the two alcaldes or a rancho justice). The authorities were empowered to "designate the place where same shall be made, and only those citizens having an actual necessity of so doing" would be issued a permit. The operation was required to take place within an enclosed lot. An anti-slaughtering use law was adopted in August 1847. It was intended to reduce the odors that impacted the town by directing slaughterers to move their operations from the city streets to the city periphery and requiring them to remove the offal from the streets. Possibly because the slaughterers were prominent townsmen, the council did not impose a penalty but it did send a written notice to at least one offender.

Fencing of house lots was required at an 1838 meeting. Anyone who received a house lot from the city was to fence the lot, "if only with boards," within four months or stand to lose the lot. The intent was to keep wandering animals from damaging vineyards, orchards and other crops. Since the council had no authority over Spanish and Mexican land grant properties, those lands were excluded from the law. In January 1839 the council clarified the fence ordinance, applying it only to lands allocated for "orchards and sowing purposes," thereby placing the burden on the farmers to protect their crops. In 1844 the council reiterated the law, adding that animal owners must pay restitution to a farmer for any damage caused by animals that broke down fences and caused damage.

Planning/aesthetics. To reduce pollution of the zanjas, a water supply commissioner was appointed in 1847 to serve on the vacant lands committee. The commissioner was to oversee "street cleaning, purity of water and the beautifying of the city." The need arose from increasing problems with offal left by slaughterers and with people polluting the canals with laundry soap and garbage.

Planning was beginning to emerge as an issue. In January 1847 the street committee became a standing committee of the council. It was to make recommendations on a case-by-case basis regarding requested alley and street closures and property lines for streets relative to requested land allocations. The committee quickly concluded that a street policy was needed. In July it urged the council to draft and adopt street standards, improvement procedures and a systematic street plan in order to provide straight and adequate streets and an integrated street pattern that would enhance the public welfare and beautify the city. The committee identified the cemetery road as the most congested due to its narrowness and irregularity and urged that it be widened.

Specific plan/citizen advisory committee. Early pueblo maps show a rectangular plaza, surrounded by public buildings and home lots. Plazas or commons had been a traditional features of towns and cities for

centuries. They provided a protective enclosed area for gathering of people and animals in time of hostilities and a market, festival and assembly area in time of peace. Probably between 1825 and 1830 the Los Angeles plaza was relocated to the vicinity of its present site. Sometime thereafter, maybe in the mid-1840s, the council decided to improve the city by beautifying the plaza. A new plaza plan was prepared by the street or police committee, or both, to square the plaza. Streets were to be the plaza boundaries. The first recorded citizen planning advisory committee appears to have been a committee formed to resolve a dispute over the plaza plan.

On August 22, 1847 Augustin Olvera, a local attorney, submitted a letter protesting the proposed plaza street next to his house. The letter was referred to the two-member street committee, chaired by councilman Rafael Gallardo. The council met in special session four consecutive days (August 25-28) to resolve the issue. On the 25th, Gallardo reported that his committee was unable to square the plaza. He described the problem: "imperfections had been allowed to creep through" and the plaza plan was in danger of being rendered impractical because houses built by Messrs. Sepulveda and Olvera, in violation of the police committee's building line requirements, encroached into the streets, thereby changing the shape of the plaza and damaging the city's street plan. Further, the council had inadvertently issued a house lot to Pedro Cabrera which, if built upon, would necessitate encroachment into one plaza street and would block the extension of another. Gallardo indicated that to square the plaza, the two homes would have to be demolished and part of Cabrera's lot taken, rendering it unbuildable. He recommended that a joint police-street committee be convened. City attorney Vicente Guerrero, a member of the police committee, said he would be happy to serve but he refused "to get mixed up" with Olvera and Juan Sepulveda. To resolve the impasse, First Alcalde José Salazar appointed a citizens' committee to make the square more true. Guerrero protested giving citizens such authority, arguing that such a matter should be left to the determination of a committee composed only of councilmen. Salazar responded that the street committee did not have "superior knowledge of the premises" and, anyway, he already had appointed "honorable citizens" who had offered their services. On the 28th the citizens' committee presented a revised plaza plan that adjusted the street boundaries to accommodate the two homes. The committee recommended that Cabrera be offered another parcel and urged that the design of any building built adjoining the plaza be monitored for aesthetic acceptance and to assure that it did not encroach upon the plaza. Its plan map and recommendations were approved.

Plan check. The first recorded plan check procedure and land use-related building permit procedure was established during the plaza debate. On August 25th Gallardo submitted a proposal, which was adopted into law that day, requiring that anyone intending to build a house or lay a new foundation must notify the police committee. The committee would review the plan. If it infringed on the street or damaged the established building line the owner could be required to forfeit the lot or be penalized in some other manner.

Ord survey/street plan. With the announcement of the discovery of gold in northern California in 1849 all of California experienced a significant influx of new settlers. Under U.S. law the city could sell its holdings. In anticipation of California statehood and in order to raise money for the city treasury, the council decided to divide vacant city lands and sell them. U.S. Army Lieutenant Edward O.C. Ord was hired to prepare a survey. Ord's map identified the city's vacant lands east and west of the plaza, dividing them into a grid pattern of blocks, subdivided into lots and with proposed streets as block boundaries. The streets connected with streets leading into the plaza. The map provided vague boundaries for previously allocated lands to the north and south, between the plaza and the river. After the map was completed the council numbered unnumbered blocks, added street names and ruled that the map would be the base map for determining property rights. In December it began auctioning the vacant lands and initiated an inventory of the previously allocated lands. The Ord map quickly became outdated because it lacked precise lot and street measurements and used trees, donkey tethering stakes and other temporary features for property line markers.

In an act that resulted in property title disputes that continue this day, the council on March 28, 1854 ceded previously allocated lands to private individuals. The act was imprecise, stating that the city was giving up

"all the right she may have in favor of the persons who by themselves or their ancestors may have occupied them (the lands) without interruption, peaceably and in good faith, for the term of twelve years, with a house, fence or cultivation." The city did not have a precise survey of its own boundaries or of allocated lands.

Hancock survey/street plan. Major Henry Hancock was hired in 1856 to prepare a survey to establish the city's precise boundaries, in accordance with U.S. law. He completed the survey in 1858, establishing city boundaries in the shape of an almost square area of 28 square miles with the plaza at the center. He divided city lands south of the Ord survey into 35-acre tracts with three cross streets separating them (Washington, Adams and Jefferson).

Systematic Infrastructure, Services and Facilities Planning

Systematic planning of facilities was virtually non-existent until the late 1800s, largely because the population and city treasury were small and needs could be met by individuals or private enterprise. Increasingly the public demanded more reliable and equitable services. This section describes the development and eventually systematic planning of water, street, sewage disposal, transportation, recreation and parks systems. Other services and systems also were evolving, notably the police (1825, the city's first formal police regulations), library (1874, the city's first publicly funded library) and San Pedro deep water port (1904, construction completed by the U.S. Army Corps of Engineers). However, systematic planning of facilities, systems and services did not occur until the 20th century.

Water system. The river and associated fertile lands brought Los Angeles into being. Because the city was located within a desert, water had to be captured, stored and distributed, especially during the dry summer months. Zanjas were dug to carry water for irrigation and domestic needs. Water from springs, the river and storage sites was distributed house-to-house by individuals. Land owner diversion of water from farmlands prompted Enrique Sepulveda in 1844 to request permission to build a public water system that would supply water equitably to townspeople. He built a water mill on his property and was given land expressly for the purpose of digging a zanja to supply the mill. In 1846 a *zanjero* (water overseer) was appointed to monitor and repair the private and public zanjas, to keep the zanjas free of pollution and to make certain that water was fairly distributed so as to prevent zanja owners from diverting water needed by neighbors. In that year Antonio Coronel was authorized to construct the city's first public dam. Property owners in the four ranchos served by the dam were taxed to pay for its construction and maintenance.

In 1857 the city decided to build a more reliable system. It granted William G. Dryden a franchise to supply water from properties he owned. Dryden constructed a water system that consisted of water mains made of redwood logs, a giant water wheel on the *zanja madre* (mother, or main ditch) and a water storage tank at the plaza (where the remnants of the system can be seen today in the annex adjacent to the Avila adobe). Periodic flooding subsequently destroyed the system, shifted water courses and inundated ranch lands. In 1865 the city leased the distribution system to D.W. Alexander who transferred the lease to J.L. Sainvesvain and former mayor D. Marchessault. The pair received permission to lay pine pipes along city streets for distribution of domestic water. The pipes eventually burst, flooding the streets and contributing to the financial collapse of the water company.

In 1867 the city installed its first iron water pipes; 5,000 feet of two-inch pipe. The success of the pipes led to the hiring of companies to construct a new distribution and storage system (1868). The entire system was owned and operated under city franchises by private companies who charged user fees for their services. Fee inequity and unreliability of service prompted disgruntled voters to place a measure for city take-over of the system on the 1898 ballot. The vote was disputed. A state arbitrator decided in favor of municipalization. Reacquisition of the water system was completed in 1900. Litigation delayed city take-over until 1902 when the city's first water department was created by charter amendment and a managerial board of water commissioners was established. The board hired William Mulholland as chief engineer

(1902-1928) to manage the water system and replace the 93 miles of zanjas with a more permanent, extensive and reliable distribution system, using the Los Angeles River as its major water source.

Mulholland's water and power plans. Mulholland had a larger vision, one that would make him the city's first truly long range planner. He saw his role as not only managing the water system but creating a water and power system that would turn the semi-arid Los Angeles into one of the nation's great cities. Aided by a period of severe drought and periodic flooding (1895-1904), he convinced the water board to embark on a major water acquisition and development program. After surveying the Owens River Valley in 1904, he made the audacious recommendation that the city construct an aqueduct from the Owens Valley to carry snow melt waters from the Sierra Nevada Mountains to Los Angeles. In 1905 city voters approved the first aqueduct bond issue and the water department began purchasing land and water rights. By 1907 it had accomplished its goal and publicly announced its intentions, securing voter-approved bond issues for construction of the aqueduct and hydroelectric facilities. Farmers and landowners in the Owens Valley protested, sometimes violently, but were unable to stop the project. On November 5, 1913 the 233-mile aqueduct was opened, sending Sierra waters flowing to the city almost entirely by gravity. In 1940 the aqueduct was extended 105 miles into the Sierra to tap waters in the Mono Basin. Today the aqueduct is the longest municipal aqueduct in the world. The city's water and power systems continue to evolve to this day through independent projects and complex joint ventures with cities, counties, states and federal agencies, as well as with Canada and Mexico, making the city's water and power systems among the largest in the world. Acquiring water rights, including tapping of the Sierra waters, are sources of continuing controversy, as is the issue of growth that is associated with water availability.

Lecouvreur's street and drainage plan. Streets have existed since the pueblo was founded in 1781. A street was indicated on Neve's plan and streets were shown on the various surveys prepared over the next 75 years. Ord assigned the first formal names (1849) for city streets, including Mi Primovera (My Springtime, later Spring Street) and Calle Principal (Main Street). The Ord survey provided a grid street pattern to create city blocks for future development. Subsequent surveys delineated future streets both for access and to create development patterns. In 1865 the city hired Frank Lecouvreur as its first city engineer and directed him to develop a flood control and street system. In 1871 Lecouvreur presented his plans for precise street, sewer and drainage systems designed to accommodate future growth. Streets were reoriented in an east-west direction to facilitate the flow of rain water, thereby reducing flooding. Unlike the combined systems that were employed by other cities, Lecouvreur separated the sewer and drainage systems so as to prevent inundation of the sewage system by flood waters. By 1879 Lecouvreur's sewer, drainage and associated street systems had been completed. His plan was the city's first recorded integrated infrastructure master plan.

Sewage disposal. In 1865 a private company was granted a franchise to construct and operate the city's first enclosed sewer. It dumped raw sewage into an uninhabited arroyo. The city's first sewage disposal-recycling system was constructed in 1883 to irrigate vegetable farmlands owned by farmers who paid sewage fees. In 1888, city engineer Fred Eaton, in anticipation of expanding city growth, drafted the city's first long range sewer system master plan to expand the sewers from 20 to 160 miles of pipelines (completed 1901). Complaints about odor from sewage collection sites prompted the city to hire New York consultant Rudolph Herring in 1894 to devise a better means of sewage disposal. He drew up plans for the city's first sewer outfall pipeline. It was completed in 1894, dumping raw sewage into the Santa Monica Bay. In 1905 state health authorities asked and in 1915 directed the city to stop using sewage to irrigate crops. In 1929 the bureau of sanitation was created, as a part of the bureau of engineering, to maintain the sewage and garbage disposal systems. It became a separate bureau within the department of public works in 1941. In 1943 pollution from the outfall sewers caused the state board of health to quarantine ten miles of beach. Thereafter the issue of public health as well as sewage disposal became, and continues to be a major consideration of system planning. Today the bureau provides wastewater treatment service for over 3.5 million people within a 600 square mile service area that includes over 28 entities outside the city limits, collecting over 400 million gallons of wastewater per day. The bureau of engineering is responsible for planning, designing and construction the system.

Rail systems. In 1869 the Central Pacific Railroad tracks were linked with the Union Pacific Railroad tracks at Promontory Point, Utah triggering a California land boom. Los Angeles took an early interest in establishing rail linkages as a means of bringing new settlers to the city and transporting agricultural products to distant markets. Voters approved funds to help subsidize Southern Pacific Railroad lines to San Francisco (via the San Joaquin Valley, 1872) and Texas (1876). The Spring and Sixth Street Horse Railroad Company, owned by Judge Robert M. Widney & Associates, was the first publicly funded transportation system in the nation. Under a franchise granted by the city (1869), Widney built the city's first street car line (1874). Trolley and interurban rail systems were privately owned and operated. In 1890 E.T. Earl of Los Angeles invented the refrigerator railroad car. It revolutionized movement of perishable goods, enabling the efficient transport of farm products to markets in the midwest and east. With market expansion, California agribusiness was born and Los Angeles agricultural economy grew. Although rail significantly contributed to suburbanization and urban sprawl, until the 1980s the city's role in relation to the rail systems was largely one of booster of private initiatives, issuing local franchises and promulgating franchise regulations.

Fire protection. A series of arson fires prompted formation of the city's first volunteer fire organization and enactment of its first fire regulations in 1869, the year the city's first paid police force (six officers) was formed. The fire ordinance included fines for arson, division of the central city into four fire districts with regulations for each, e.g., restrictions on the amount of hay and kerosene that could be stored. A paid fire department was established (1886) with former mayor and volunteer fireman Walter S. Moore as the city's first salaried chief engineer (fire chief). Volunteers continued to serve the ranch and farm areas. Moore developed a plan for building fire stations on city owned land, creating a network of stations in fire districts throughout the city. The fire district approach continues to be a basis of the system, however the primary demand for service has shifted from fire response to rescue and emergency medical services. The department operates under incident command procedures that enable allocation of staff and equipment as needed within the city and region and to other parts of the state and nation through cooperative, integrated programs.

Street lighting. At least by the 1840s merchants and homeowners within the main part of the city were required to hang lanterns along their property frontages to light the public way after dusk on dark nights. In 1850 every person occupying a home of two rooms or more and every owner or occupant of a store, hotel, barroom or public house facing a street in the central city was required to hang a light outside for at least two and a half hours every dark night, under penalty of a $2 to $5 fine.

In 1866 the first gas street light franchise was awarded to James Walsh. The second was awarded to W. H. Perry (1867), who installed lights at primary intersections along Main Street and in the mayor's office and formed the Los Angeles Gas Company to sell gas to the city. Only a few lamps were installed, in part because gas was so expensive. When the city banned torch lamps (1869) most streets became dark at night. In 1870 gas prices briefly plunged, making lamps popular until rising rates resulted in a threatened gas boycott (1876). In that year the city began expanding the municipal system but by 1882 there were only 136 gas lamps. In 1882 it hired Brush Electric Company to install 36 electric street lights and provide lighting for the mayor's office and nearby commercial establishments. Not surprisingly, the Gas Company warned that electricity was dangerous, would cause color blindness and optical illusions, was bad for ladies' complexions and would keep chickens awake at night, attract bugs and draw lightning. The warnings went unheeded. On New Year's eve outgoing Mayor James R. Toberman switched on lighting for two masts (Main and Commercial streets and First and Hill streets). No dire consequences occurred. The system was quickly expanded with funds from user fees. A park and street lighting plan was adopted for the entire city in 1899. In 1911 the municipal arts commission was empowered to approve the design of street light fixtures. In 1925 a bureau of street lighting was established within the department of public works. It promulgated criteria and procedures for all street lighting and determined locations of lighting units. Procedures, which continue to this day, include installation of lights at the expense of developers for new developments, at the expense of property owners who form street lighting districts or, in some cases, at

the expense of the city. Lighting systems are upgraded to incorporate new technology and address illumination needs of specific areas.

Parks/recreation. The plaza was the prominent feature of the pueblo during the Spanish and Mexican eras. In 1856 it became the city's first park (dedicated 1866). The few remaining Spanish land grant lands subsequently were declared parks: Central Park (later renamed Pershing Square) and parts of Elysian, MacArthur and Lafayette parks. In 1857 Frederick Law Olmsted designed Central Park in New York city, creating decorative landscaping and providing carriage paths so people could view it. After the Civil War he became leader of a movement to beautify cities through creation of aesthetically landscaped parks and parkways for visual enjoyment and quiet pleasure, not recreational use. In 1889 Los Angeles created a department of parks to oversee development and maintenance in keeping with the Olmsted concept. City reservoirs, such as Echo Park reservoir, were landscaped as part of the park system. In 1896 Colonel Griffith J. Griffith offered the city 3,300 acres of his Los Feliz Rancho for a park as "a place of recreation for the rank and file, for the plain people, the whole public...." The city council eventually accepted the gift, although reluctantly because it removed the land from the tax rolls and was far from the city's center. The parcel was added to by gifts and purchases, becoming the largest urban park in the world. Its use as a public park is tenaciously defended to this day by Griffith's descendants.

Use of parks for recreation to combat juvenile delinquency began in 1904 when President Theodore Roosevelt, a recreation enthusiast, established the National Playground Association. Los Angeles became the first city in the nation to establish a playground department (1904). It developed a system of neighborhood playgrounds to entice children to stop playing in the streets. The city's first playgrounds were on Violet Street (1905) and Ann Street (1908). All of the playgrounds were on leased property and generally were limited to outdoor play equipment and buildings for craft work. Gradually the notion of recreation was expanded to include playing fields. Expenditure of funds for active recreation necessitated the purchase of sites. Systematic land acquisition began in 1923 when separate, fee- and bond-supported independent recreation and parks agencies were established and began aggressive acquisition programs to purchase sites throughout the city. The departments were merged in 1925, becoming the recreation and parks department. Under the leadership of internationally renowned recreation and juvenile delinquency expert George Hjelte (1926-33, 1947-63) the department developed a diverse and dynamic program, entering into cooperative projects with city schools, acquiring park and recreation sites and public pools, constructing playing fields and other recreational facilities, acquiring historic buildings and sites for use as social centers and museums, and administering community and social activities that relied on volunteers. Today the department continues to acquire and maintain a vast network of park, open space and recreation sites and services, including facilities as distant as Lake Crowley in the Sierra Nevada mountains. It owns and operates 379 parks (15,686 acres), including 2,650 acres of open space.

Land Use Regulation/Planning Department History

Zoning. E.L. Doheny's discovery of oil at West Street near Second and Park (now Glendale Boulevard) in 1892 set off an oil drilling craze. Some people mortgaged their homes and began drilling in their yards. Remnants of this activity are visible in downtown fringes where pumps still operate next to turn of the century homes. When the derricks began to invade the fashionable Westlake neighborhood, west of the downtown, homeowners protested. In 1903 the council directed city attorney William Burgess Mathews to draft legislation to solve the problem. Mathews convened a conference of six civic leaders, including three attorneys, to determine if the city could regulate the type and degree of land use. The conferees concluded that land could not be regulated because no city had ever regulated land use. Mathews concluded otherwise; since there was no prohibition against regulation of land use, he decided that land use could be regulated. He drafted a law designed to protect residential neighborhoods. In 1904 Residential District Ordinance No. 9774, the city's first significant land use regulation, was adopted. It prohibited certain industrial uses in blocks or portions of blocks designated as residential districts (zones). In 1908 it was revised (Ordinance No. 19,500) to classify the 61.9 square mile city into residential and industrial districts and impose prohibitions and regulations on specific industrial uses. The 1908 ordinance is considered the

first zoning ordinance in the nation. The first instance in which police power was intentionally used to regulate types of land use and not merely to abate an individual nuisance. It was challenged by Hadacheck Brickyard (in Chavez Ravine), Quong Wo Laundry and Montgomery Lumberyard.

New York civic leader and prominent attorney Edward M. Bassett was wrestling with similar issues. Out-of-scale buildings and incompatible uses were impacting the elite Fifth Avenue shopping and financial district. Citing the Los Angeles cases, which had been upheld by local courts, New York enacted height and use regulations which were immediately challenged. In 1909 the U.S. Supreme Court (*Welch v. Swasey*) upheld the right of New York to regulate private property by limiting or varying allowable building heights by zone. This was the first clear national authority for communities to regulate private property development.

A more important ruling was issued by the U.S. Supreme Court in 1915 (*Hadacheck v. Sebastian)*. It upheld the 1908 Los Angeles zoning law, ruling that cities had the constitutional right to regulate private property to protect the public welfare. The decision allowed land use plans to be enforced with police powers. In 1916 New York adopted the first comprehensive zoning ordinance in the nation. It included the first precise metes-and-bounds map to define zone areas as well as a text describing the regulations pertaining to the zones. It included the first zone variance procedures and required them to be applied consistently, so as not to bestow privileges not enjoyed by other property owners.

Planning commission. Between 1910 and 1920 annexations more than quadrupled the size of Los Angeles (to 364.4 square miles). A municipal arts commission was appointed (1905) to prepare plans for city beautification and a civic center. The city council hired (1909) Charles M. Robinson to develop a civic center plan. He proposed locating the center at its present site and recommended widening streets to relieve traffic congestion. To protect the plan, a building height limit ordinance was adopted (1909), the first such ordinance in the nation. It prohibited buildings from being taller than the proposed city hall, limiting them to a maximum height of 150 feet (13-stories). In anticipation of annexation of the San Fernando Valley, the city council established (1910) a 15-member citizen planning committee to develop "a comprehensive plan whereby Los Angeles may develop her material improvement along artistic as well as practical lines." No operating funds were allocated because the council did not want to fund both arts and planning bodies. In 1915 virtually all (169.9 square miles) of the Valley was annexed.

Residential District Ordinance No. 33,761 (1916) replaced the 1908 ordinance. It classified the entire city in a residential district (zone), except those areas already or subsequently classified as industrial, those uses deemed legally nonconforming (existing prior to March 17, 1916) and those uses subsequently granted exceptions from the ordinance by the city council. Exceptions required a verified petition of support from the property owner signed by 60% of the owners of properties along the subject and facing frontages. A list of uses deemed illegal in residential districts included industrial and other noxious uses. Penalties were established for violation of the ordinance. Growing of crops was permitted in residential districts. With water from the aqueduct, farms and orchards rapidly increased in the Valley, reaching a peak of 70,000 acres of irrigated fields by 1926.

Although there was a great deal of public interest in planning, efforts to establish a planning commission were rejected by the council until 1918 when a committee of the Los Angeles Chamber of Commerce submitted a proposed commission ordinance, drafted by Gordon Whitnall. It recommended that a 51-member citizen planning commission be formed to develop plans for an "organic" city. Membership would be comprised of three members from each of the city's 17 most prominent civic organizations. Members would serve three-year overlapping terms. The council directed the city attorney to prepare an ordinance establishing a commission, based on Whitnall's draft ordinance.

G. GORDON WHITNALL (1920-1930). In March 1920 the ordinance was adopted and a 51-member advisory city planning commission was appointed to prepare land use plans for the city's growth and development. Whitnall, who had served on the planning committee, was elected consultant-secretary and provided the only staff to the commission until 1925. His first plan, a comprehensive major street plan, was

adopted in January 1921. In October the council adopted his comprehensive zoning plan (Ordinance No. 42,666). Prior zoning ordinance provisions were repealed for all territories existing as of January 1, 1915. Territories annexed after January 1, 1915 were classified under the 1908 and other ordinances. The new law provided for the establishment of five new zoning classifications and preparation of district zoning maps. Land was to be classified by the maps into one of four zones, according to potential intensity of use and noxious impact: 'A' for single-family residential, 'B' for multiple-family uses, schools and etc., 'C' for business uses, 'D' for light industry or 'E' for heavy industry. Building setback regulations (Ordinance No. 42,882) were adopted in December 1921, enabling establishment of building setbacks from the public way to assure building line uniformity and provision of front yards.

To map the zones, Whitnall created generalized zone mapping, the first of its kind in the nation. Because the city was 364.4 square miles in area, the planning department did not have the resources to map all properties quickly by metes-and-bounds. To prevent speculation, which might abrogate the proposed zoning, tentative zoning maps were drafted and published in a magazine-style format. The maps were coordinated with the county and adjoining cities to assure compatibility of land use and systems. Each page of the zoning atlas provided the tentative zoning, primary and secondary highways and some recreation and other public facilities for each of forty approximately 36-square mile townships (districts) of the city. Most of the San Fernando Valley, which already was zoned for residential use under the 1908 ordinance, and the 'Shoestring' (Torrance-Gardena) strip were not included in the initial mapping. The atlas was the city's first land use master plan. Whitnall's generalized district zoning map format became standard for zoning across the nation.

Because the maps were not metes-and-bounds maps, their authority was challenged. In 1925, the U.S. Supreme Court upheld the city's interim zoning procedures (*Miller v. Board of Public Works*) by declining to review a state supreme court ruling. The state ruling upheld the authority of the city's department of public works to refuse to issue a permit for an apartment building on West Adams Street on a site classified in a single family residential zone. In 1926 the U.S. Supreme Court, in one of the most important decisions for urban planning, ruled (*Village of Euclid, Ohio v. Amber Realty Company*) that cities had a right to regulate all uses so as to assure public welfare and safety. *Euclid* upheld zoning as a planning tool but made clear that zoning actions could not be confiscatory or discriminatory.

Another of Whitnall's city mapping contributions was to persuade the city council and federal government to prepare new topographic maps of the city using aerial photography instead of traditional land survey techniques, which would have taken three years and cost $25-30,000. In 1924 a federal team remapped the city by air in three hours at a cost of $1,000. Whitnall also was instrumental in proposing and securing adoption (1927), by the city and county, of standardized maps which enabled injurisdictional planning coordination.

Recognizing that improved coordination was needed to assure efficient location of facilities to better serve present and future populations, Whitnall convened informal meetings with other agency heads to discuss project plans (1920). He continued the meetings throughout his tenure and they were continued sporadically by his successors, providing a dialogue that encouraged integration of infrastructure planning. From this dialogue came the city's first capital improvement budgeting, which Whitnall formulated based on his prior experience as a member of the city treasurer's (1910-17) and bureau of efficiency staffs (1917-20). Establishment of the first county planning organization in the nation was inspired by the five planning conferences he organized in January 1921. He invited representatives from all the cities and towns within Los Angeles County. The positive response of participants prompted the county board of supervisors to establish the Los Angeles County Regional Planning Commission (1922). The conferences also led to the formation of the Los Angeles Regional Planning Association (RPA), an association of planning officials and planners who worked for the next fifty years to develop cooperative planning within the Los Angeles metropolitan area. Whitnall was instrumental in drafting the 1927 state legislation that enabled and, in 1929 was amended to require, establishment of county planning commissions.

He initiated or participated in a variety of public-private planning ventures. One ad hoc committee, which included Whitnall and Van Griffith, son of Colonel Griffith, explored the feasibility of making Mulholland Drive (opened in 1924) a linear park to interconnect with other park and trail systems. This was the first of many studies that would lead to the creation of Mulholland Drive Scenic Parkway along the spine of the Santa Monica Mountains.

Although there had long been interest in creation of a civic center to give identification to the city, Whitnall spearheaded efforts for a civic center development plan. In 1921 the city council and county board of supervisors hired architectural consultants to prepare the plan (adopted 1927) that became the basis for the present civic center, which contains the largest concentration of public buildings outside of Washington, D.C. The plan was one of the first city plans to group public facilities and systems for greater efficiency and convenience to the public. Whitnall also began planning civic centers for other areas, notably Van Nuys.

To address worsening traffic conditions, a private traffic commission hired a team of renowned city planners to prepare a traffic plan. The plan was drafted by Frederick Law Olmsted, Jr. (Boston, son of the designer of New York's Central Park), Charles H. Cheney (San Francisco) and Harland Bartholomew (St. Louis, Missouri), with the assistance of Whitnall. It and implementing bond issues were adopted in 1924.

Planning Department. The 1925 charter established city departments, including a planning department, and created a five-member planning commission to oversee the planning department and supervise the director-manager. Whitnall was appointed director-manager (1925-30). By then he was a nationally recognized leader in the new field of urban planning for creating and developing the concept of zoning regulation, encouraging planning and development coordination (later known as comprehensive planning) and for advocating regional planning. His first task was to revise the already cumbersome zoning law. Because the 1921 law lacked enabling legislation for zone adjustment, all adjustments were made by ordinance. This resulted in a series of amendments that could not be readily traced to determine the precise requirements for a parcel. The law also had resulted in inequities.

Modern zoning ordinance. Whitnall's 1930 Zoning Ordinance (No. 66,750) provided generic classifications and gradations of development to guide growth and separate and buffer incompatible uses. The new zones were: 'R' for residential, 'C' for commercial and 'M' for manufacturing, with category subclassifications. The ordinance also established height, area and density regulations and procedures for zone changes, granting of zone variances (based on findings of equity and hardship) and public notice and hearings. The A-B-C zoned properties were rezoned to the new, more logical zones. The 1908 Residential District Ordinance remained in effect, applying to over 200 square miles of the city. Subsequently the city required that new single family dwellings provide one on-site covered parking space, the first on-site parking law in the nation.

Whitnall's gangli/zoning. Whitnall envisioned an "organic city" of "civic gangli" (districts/centers) connected by transit systems and interspersed by residential uses. He believed that decentralized gangli, connected by transportation networks and waterways, would prevent excess concentration of development and attendant problems of traffic congestion, such as was being experienced by New York City. He advocated enhancing the already multi-centered city by zoning some communities, like Hollywood, for high intensity development around network transfer points. He believed that transportation would foster decentralization, proper zoning would encourage development around centers and the entire plan would enable logical development of the infrastructure. He lobbied for building bulk regulations so that building height could be used to give the city form and to provide high density zones around designated gangli. He criticized the county's classification of important highway frontages for business (strip commercial) uses and its excess commercial zoning, which he believed limited the ability to direct growth. He worried that merely widening streets, building subways and increasing the capacity of the transportation systems would lead to growth at inappropriate locations and would result in congestion and urban decay.

However, except for Van Nuys, the zoning maps did not reflect his vision. Virtually all major boulevards were zoned for commercial uses. Except for the San Fernando Valley and an area roughly bounded by

Melrose Avenue (north), Vermont Avenue (east), Adams Street (south) and Highland Avenue (west), almost all residential areas were zoned for apartment use. By 1921, when the A-B-C zones went into effect, development patterns had been established south of the Santa Monica Mountains and the real estate lobby resisted reduction of land development potential. Whitnall lamented that indiscriminate subdividing of areas like the harbor area into small house lots adjacent to industrial development, would halt the natural expansion of industrial uses and create land use conflicts. Lacking a bulk and height law, he could not bring about the high intensity districts he envisioned in San Pedro, the Central City and Hollywood. Since industry and agriculture were the main economic base of the city, he did not envision the tremendous potential for commercial and office development. His gangli were oriented to industrial uses, except for Hollywood where zoning provided a commercial-industrial core along Hollywood Boulevard between Vine and Wilcox avenues.

Van Nuys was the only section of the city where he was able to implement his civic gangli plan before other land use patterns were established. He gave Van Nuys a commercial core, anchored by a branch civic center, with a large industrial area at the south boundary. The land around the core was retained in agricultural and single-family residential use and a school was provided to serve the residential uses. His plan was implemented. Van Nuys to this day is an important Valley commercial and civic center.

Whitnall's legacy. When Whitnall left the planning department in 1930 it had a staff of 17 and a proud legacy of innovation. He was a true pioneer. The advent of high rise buildings, the City Beautiful Movement and increased interest in urban problems had spawned national interest in cities and park development. Burnham's plan for San Francisco (1905) was the first comprehensive city plan. It sparked a national city planning movement which resulted in the formation of national and local planning groups and forums, privately financed plans and establishment (1917) of the first professional planning organization, the American City Planners Institute (now the American Institute of City Planners). Whitnall was active in the movement and Institute, becoming the leading organizer and advocate for formal planning in Los Angeles County. He proselytized for planning at every opportunity and reached out to young people in an effort to inspire them to become planners. He began lecturing in city planning at the University of Southern California and the city's public schools in 1921 and convinced the school board to introduce city planning into the high school curriculum (1921), before the first school of city planning was founded at Harvard University (1929).

Master planning. The state Planning Act of 1929 fostered comprehensive local and regional planning, as allowed by the 1922 Standard City Planning Enabling Act promulgated by U.S. Secretary of Commerce and future President Herbert Hoover. The federal act contained a planning ordinance that served as a model for urban planning for the next 50 years. It provided for planning commissions to prepare, adopt and oversee master planning. As a charter city, Los Angeles was not subject to the state planning act, but it used the act to guide its planning program.

THOMAS COOMBS (1930-35), the planning department engineer who had overseen the map preparation project for Whitnall, was the next director. He had transferred to the department from the building department. Coombs revised the civic center plan (1931) to show the proposed union station east of the historic plaza, between North Broadway and Alameda. He envisioned a transportation complex centered around the station, including an air field with a flight pattern over the proposed railroad yards south of North Broadway, truck-only routes emanating from the station and grade separations at intersections to reduce street congestion and conflicts.

The economic depression that began with the stock market crash in 1929 had reduced subdivision activities and large development project applications. Land owners sought to maximize their investments by using the variance procedure to turn residential properties and buildings into commercial uses. In 1932, objecting to intrusions into stable neighborhoods, an Anti-Spot Zoning Ordinance Committee was formed. It drafted an initiative prohibiting use of the variance procedure to permit commercial uses in residential zones. To avoid a costly special election, the city council adopted the ordinance. Instead of stopping spot zoning, the

ordinance encouraged it by forcing property owners to use zone changes to secure zone adjustments. To remedy the problem the council amended the ordinance to allow a variance when an application was accompanied by a petition signed by 65% of the surrounding property owners within 500 feet of the site, unless the requirement was waived by the council. The situation became so political that Coombs recommended creation of a board of zoning appeals to take zone variances out of the hands of the council. The zone variance procedure was reinstated at the request of the Anti-Spot Zoning committee (1933). To eliminate abuses three written findings of fact were required, virtually the same findings that are required today: existence of exceptional or extraordinary circumstance applicable to the property and not to other similar properties, necessity of a variance to assure the property owner's enjoyment of a right enjoyed by other similar properties and determination that the grant will not be materially detrimental to the public welfare or adjacent properties.

Mixed use also was under discussion. Zoning violations had increased as people illegally converted dwellings to commercial uses. A citizen group threatened to place a C1 Zone on the ballot that would allow conversion of residential buildings to commercial uses. Coombs opposed the zone, offering a mixed use proposal for commercial use on the ground level of existing commercially zoned properties, residential above and small portions of the residential units allowed for commercial use. His idea was rejected. The C1 Zone was adopted in 1933.

Meanwhile the department continued preparing zoning and master plan maps and prepared a study of parking problems in residential areas. At the request of the new Los Angeles Municipal Airport, a height district ordinance was adopted (1934) to limit height of structures within 1,000 feet of the airport. With the slowdown in subdivision requests, the federal government joined with the city to encourage a small farm movement. Federal funds and additional staff enabled the department to identify sites, mostly in the Valley, that could be consolidated into groups of parcels (averaging five lots per acre). A 40 acre site was identified as suitable for subsistence homesteads, with owners to be trained in agricultural methods by the federal government. A similar project was identified for the Hollywood Hills to encourage small homesteads on two- to 20-acre sites. Homes were to be allowed on graded pads and the steep, undevelopable remainder of the lots was to be landscaped.

Coombs urged that geodetic survey maps be made the basis for the new cadastral (district) maps because they provided more precise measurement for zoning and planning. The federal government funded the project (1934), a cooperative effort of the city engineer, planning department, department of water and power, metropolitan water district and other city and county agencies. Federal money also enabled construction of some of parkways (landscaped highways) and viaducts for which the department had prepared initial plans, including parkways through Elysian Park, along Riverside Drive and what is now the Pasadena freeway.

In December 1934 a comprehensive yard ordinance was adopted. It required front, side and rear yard residential setbacks and loading spaces for commercial and industrial uses that adjoined alleys. Establishment of building lines had proven cumbersome and inefficient in securing setbacks. The yard ordinance was applied uniformly by zone, eliminating the need for establishment of building lines. The law enhanced residential neighborhoods by ensuring that lots would have open space amenities and buffers.

Throughout the 1930s civic center development was a major public project. With the approval (1933) of Union Station and the main post office sites south of Alameda Street, the department revised the civic center plan, relocating Chinatown to its present site and recommending closure of the street through the historic plaza to protect it from Union Station traffic impacts. Staff also were engaged in discussions regarding possible location of a municipal auditorium and opera house in the civic center.

WILLIAM N. THORPE (1935-39), a local realtor, replaced Coombs, who was forced to resign after a two-year battle with Mayor Frank L. Shaw concerning the independence of the planning department and planning practices. Thorpe advocated a strong public relations program to encourage city boosterism and

business expansion. He advocated use of zone variances and zone changes to "defrost" residentially zoned lots and to convert them to business uses. Master planning virtually halted during his tenure and plans that existed were undermined by spot zoning that changed the neighborhoods and zoning patterns.

Several important ordinances, some already under preparation, were enacted including creation of an R4 zone to allow both residential and commercial uses and reclassification of some areas to the zone; requiring that future annexation areas be zoned in the R4 zone as an interim measure; allowing attachment of conditions to variances to mitigate potential associated impacts; requiring variances to lapse if they were not utilized in six months so as to protect future neighboring property owners; prohibiting oil drilling within 2,500 feet of the ocean and enlarging drilling sites to at least an acre so as to reduce visual impacts; and differentiating between nonconforming buildings and nonconforming uses and prohibiting reestablishment of lapsed nonconforming uses. Federal funds enabled the hiring of a team of people to survey land use throughout the city. The study confirmed that residential zoning, the predominant zoning, was underutilized and that there was a shortage of commercial zoning, resulting in intrusions of commercial and office uses into residential and industrial zones. Only 15.6% of office and commercial uses were on lots zoned for such uses. Plans were prepared for Bunker Hill redevelopment to a "high class" hotel and apartment project and for designated truck routes to reduce impacts on the Wilmington and Harbor communities. On behalf of the city, Huber Smutz, the department's zoning engineer and a member of the board of the League of California Municipalities, helped to successfully lobby the state to prohibit issuance of state liquor licenses that were contrary to local zoning regulations and for a quarter-cent gas tax to help pay for local street improvements.

During Thorpe's tenure Mayor Shaw's administration (1933-38) was under investigation for corruption. In 1937 a county grand jury issued a report accusing the administration of irregularities. Grand jury member, restaurateur (Clifton's Restaurant) Clifford E. Clinton formed CIVIC (City Independent Vice Investigating Committee) to investigate city government and secure reforms. Injury to Clinton's private investigator in a car bombing (1938) added to a list of unsolved muggings, kidnappings and murders. CIVIC and the Minute Men (another reform group) initiated a campaign to recall Shaw after the council president was charged with bribery, police officers were found guilty of the bombing and of vice activities, the mayor's brother was indicted on charges of vice and sale of city jobs and exams, a department of water and power commissioner was indicted for running a protections racket and Shaw's administration was found to be involved in kickbacks, buying and selling of zone variances and zone changes, shoddy public works construction, questionable land deals and other illegal and unethical activities. The crime rate in Los Angeles was ranked by the Federal Bureau of Investigation as the highest in the nation, prompting U.S. Senator Robert LaFollette to conduct a U.S. Senate investigation of the police department. It documented harassment and other abuses of citizens, labor unions and merchants on behalf of The Los Angeles Times and its allies beginning in the 1890s and reaching a peak during the Shaw administration. A similar report had been issued in 1929 by a commission appointed by President Hoover during Mayor George Cryer's administration (1921-29), prompting Cryer's retirement. Shaw resigned to avoid recall but his name was on the ballot. He was recalled in September 1938.

Municipal judge Fletcher Bowron was elected mayor (1938-53). He and the county immediately began instituting reforms. The police, building, planning and public works departments and city and district attorney's offices were among the agencies that underwent major administrative changes and, in some cases, charter reforms. Department heads, including the police chief and planning director were replaced and new commissions were appointed. Of particular concern to Bowron was planning reform.

HUBER E. SMUTZ (1939-40), who had a reputation for forthrightness, honesty and fairness, was appointed interim planning director and was asked by Bowron to recommend administrative and legislative changes to correct abuses and accelerate the master plan program. Smutz, who had served as the department's zoning engineer since 1926, was instrumental in formulating charter and code changes relating to planning and zoning. To facilitate the master plan effort, staff were transferred from the bureau of engineering, increasing the planning department's staff to 24 people. To reinforce the planning efforts, consistent with

the state Planning Act, the charter was amended in 1941. It defined the department's primary task as preparing a master plan to address infrastructure and land use. To distance the department from political influence, the amendment designated the director as department manager and the commission as a policy making body, established a quasi-independent office of zoning administration and formalized Whitnall's coordinating group as the planning coordination board.

Bowron wanted the department to be headed by professional planners. His new planning commission initiated the city's first nationwide search for the two top positions in the department, the director and a principal planner (assistant director). Exams were conducted in cities across the nation, including Milwaukee, Wisconsin (May 1940), where Gordon Whitnall's father, Charles, was secretary to the board of public land, on which Los Angeles planning commissioner William H. Schuchardt had served prior to his retirement. Charles Whitnall is considered 'the father of park planning' for the County of Milwaukee and was instrumental in the development of the Milwaukee planning program.

GLENN A. RICK (1941), the high scorer (100%) on the director examination, was the next director. He had worked for the City of San Diego since 1927, serving as planning engineer (planning director) since 1931. He hired Milton Breivogel from the Milwaukee Board of Land staff as his principal planner and asked him to complete the then stalled mass transportation plan (later called the parkways plan) and to take charge of the master planning program. Breivogel later became director of planning for Los Angeles County (1953-67). Rick left the department after six months, enticed by an offer from San Diego civic leader George Marston, to resume his job in San Diego.

CHARLES B. BENNETT (1941-54) was the next director. A native of Chicago, he began his professional career as a rodman (surveyor) with the city of Milwaukee in 1915 and rose to the rank of supervisor/city planning engineer (planning director) of the Milwaukee Board of Public Land (1926-41). He was a nationally recognized leader in the new field of housing redevelopment. The mayor directed Bennett to accelerate work on the master plan. With budget increases, Bennett began building a core professional staff of trained engineers, architects and planners. It was he who began to diversify the professional staff, hiring the department's first African-Americans, Asians, Hispanics and women. Of the two woman he hired one was of Chinese descent and the other, Eliose 'Sue' Blake, was the first woman to earn a masters' degree in planning from Harvard University. Charlie Ingram, a city planner (unit head), was the highest ranking African-American in the department.

There was a great deal of interest in local planning. The Pacific Southwest Academy sponsored a conference that produced "Preface to a Master Plan." It documented the state of the city and outlined an agenda for change which Bennett used to guide his program. But World War II intervened, shifting work priorities to war industry expansion. This resulted in the department devoting much of its time to processing zone variances, subdivisions, military housing and other war related permits.

Valley nuclei plan. Bennett and Bowron worried that a post-war slump would occur. They believed that by providing a balance between jobs and housing and an attractive environment the city would retain the war industries, attract new industries, protect existing agricultural lands and reduce potential blight. By reducing excess multiple residential and commercial zoning they believed they could turn around blighted neighborhoods. The excess zoning had resulted in lands that lay vacant, were underutilized and sometimes were poorly maintained by owners who hoped to sell or develop them to more intense uses. Bennett was determined to prepare a master plan that would address these issues. A witty, persuasive man with a passion for planning, he won important converts. He talked P.G. Winnett (president of Bullocks Department Store) into heading up the Greater Los Angeles Citizens Committee (aka Greater Los Angeles Plans, Inc., GLAP) and convinced individuals and companies to donate $50,000 for its support. GLAP assisted local cities in preparing master plans and studies, including a study of blight in Los Angeles. It also provided funds for hiring two planners (Simon Eisner and Karl Dekker) to prepare a master plan for the San Fernando Valley. Staff member Lester Brinkman, who began work as a draftsman under Whitnall in 1924,

was assigned to prepare the text for the ordinance. Earl O. Mills of Bartholomew and Associates, St. Louis was contracted to provide periodic consultation on the project.

The Eisner-Dekker plan for the San Fernando Valley was based on emerging land use and zoning patterns. It identified ten "urban nuclei" (centers) which were linked by a highway system and surrounded by suburban (low density housing) and agricultural uses. Other nuclei were contained in the "urbanized" district of the southeast Valley, between Sherman Way (north) and Griffith Park (south) and Van Nuys (west) and the City of Burbank (east). The goal of the plan was to retain the Valley's existing agricultural and industrial base, using the agricultural lands as "green belts" that would keep urban areas from expanding. Eisner, Dekker and Brinkman devised the city's first agricultural zoning to implement the plan. To secure backing for the plan and to solicit public comment, Bennett and Breivogel presented it to individuals and groups. It was revised and forwarded to the commission which approved it in 1944.

In the meantime Brinkman was completing the zoning and subdivision ordinances. Bennett and Breivogel took drafts to groups throughout the city to solicit support and comment. In 1945 the department mounted its first major graphic display for public viewing. Thousands of people visited the display of proposed plans and renderings at the Pan Pacific Auditorium. Interest in the new plans and zoning was so great that interested citizens, civic organizations and businesses formed study groups and sponsored public forums. This may have been the beginning of the neighborhood planning movement in Los Angeles. It resulted in support for planning from large and small landowners and a variety of civic groups, including local chapters of the League of Women Voters.

1946 zoning ordinance/roll back. Comprehensive Zoning Ordinance No. 90,500 was adopted in July 1946, following a series of lively public hearings that were attended by as many as 100 people, which at the time was considered a large turn out. The ordinance replaced all six existing zoning ordinances (including the 1908 Residential District Ordinance), revised the subdivision ordinance and rezoned every parcel of land within the city's 451 square mile area (the largest zoned area in the nation). Draftsmen had created new zoning maps from existing zoning maps. They used rulers to divide existing multi-residential and commercial zoning into new R3, R4, R5 and C1, C2, C3 and C4 strips and to create strip zoning in previously unzoned areas, with little regard to land use, ownership or lot lines. Within the Valley's urbanized nuclei, streets were lined with commercial zones bounded by multiple residential strips that surrounded blocks of single family residential zones. High density, multi-storied commercial and residential development was allowed within the most intensive nuclei in the southeast Valley. Clusters of industrial zoning were scattered throughout the Valley and along railroad lines, all in proximity to nuclei. Apartment zones, especially R4 zones were used as buffers to divide highways and industrial uses from lower density residential and some commercial areas.

The zoning ordinance provided definitions for each zone, created agricultural and parking (buffer) zones, allowed for unique and potentially impactful uses (e.g., schools, churches, fire stations) to be established by conditional use permit and provided innovative procedures to eliminate nonconforming uses. Until the conditional use procedure was adopted, unique uses could only be established in districts designated for such uses. For the first time, the subdivision ordinance required that subdividers provide public improvements. The nonconforming use phase-out procedures were challenged and subsequently upheld by the state appellate court (*Los Angeles v. Gage*, 1954) and the public dedication provisions were upheld by the state supreme court (*Southern Pacific Railroad v. the City of Los Angeles*, 1966). So unique were the zoning and subdivision ordinances that they served as models for cities and counties throughout the nation.

The zone map "rolled back" excess zoning from an estimated eleven million to and estimated six million population capacity, mostly by redesignating miles of Valley residential zones to agricultural zones. Downzoning also was accomplished by converting some multiple residential zones to lower densities, imposing height limits and reducing the buildable lot area by requiring increased yard setbacks. Commercial zoning was reduced but remained excessive, providing an estimated 643 miles of commercial land

frontage. In the Valley the remaining residential zoning was designed to accommodate 900,000 to a million people. Bennett wanted to roll back commercial and residential zoning even more but compromises were made. To gain support from the business community, he agreed to provide four-corner, single-lot commercial zones at major intersections in approximately one mile intervals throughout the Valley. To reduce opposition from property owners he decided not to make significant changes in zoning patterns or significantly reduce development potential outside the Valley. The Valley zoning reflected Bennett's nuclei concept. He believed the zoning would direct and absorb Valley growth for the remainder of the twentieth century, while protecting the Valley's plentiful agricultural lands, including the largest dairy and egg farms in the nation (on the Adohr Ranch).

The federal Community Redevelopment Act of 1945 allowed cities to redevelop blighted areas. While in Milwaukee, Bennett and Breivogel had gone to Washington to urge President Franklin Roosevelt's administration to promulgate legislation for slum clearance and construction of replacement housing. Recognizing the need for additional tools to address increasing blight in the Los Angeles central city area, especially the once fashionable Bunker Hill, Bennett and his Los Angeles staff drafted state redevelopment legislation. It was sponsored by the League of California Cities and enacted into law (September 1945), enabling the creation of the Los Angeles City Redevelopment Agency and giving it authority to assemble land and prepare sites for redevelopment. Eisner was appointed acting director (1946), pending selection of a permanent director. The state act did not provide funding. Since the new agency lacked funds and staff, the planning department prepared housing surveys to assist in the selection of candidate areas. After areas had been selected, it prepared general site plans. The federal Housing Act of 1949 provided funds for demolition, housing redevelopment and new housing and required local jurisdictions to provide the necessary public improvements. The act was based in part on the Los Angeles housing studies. In 1954 the U.S. Supreme Court upheld the legality of comprehensive urban renewal. The Ann Street project (1945) became the first redevelopment project in California. It began an era in Los Angeles of clearance and redevelopment projects, the largest of which were the adjoining Bunker Hill and Central City sites. The two projects resulted in controversial clearance of homes on Bunker Hill and the construction of the Music Center, Museum of Contemporary Art and high rise residential and office buildings.

Enactment of the state's Collier-Burns highway construction act (1947) necessitated revision of local plans to assure coordination with state plans. The department joined with the state division of highways, county, bureau of engineering, adjacent communities and interested groups in making needed revisions to local highway plans (adopted 1948). In the late 1940s and early 1950s the department prepared studies to address special problems, including socio-economic studies to guide investment, a study of the appropriate size and location of rapidly proliferating shopping centers and long range plans for the San Fernando Valley where agricultural lands were being subdivided to provide for a Valley population that had grown from 150,000 people in 1945 to 456,000 in 1953.

During Bennett's tenure the department also completed a variety of other projects including proposals for construction of off-site parking in the downtown, civic auditorium siting and planting of trees along Wilshire boulevard; the city's first uniform street standards (1942); standards for recreation and parks facility development; an analysis of the adequacy and overlap of library service areas; a revised civic center plan (with the assistance of the Los Angeles Chapter of the American Institute of Architects); and plans for the airport, schools, the central city, scenic parkways, Mulholland Skyline Drive, El Pueblo historical (plaza) site and twelve satellite civic centers. As an initial step in preparing plans, staff for the first time mapped population distribution, ethnic concentrations, housing, blight, public facilities and utilities and war housing and war industries. Under Bennett's guidance an innovative floor area ratio (FAR) ordinance was prepared to replace the height ordinance. It was designed to encourage development of a varied skyline and preservation or creation of open space. Adopted in 1956, it allowed buildings to be constructed to any height, provided the total floor area contained within the building did not exceed three, six, ten or thirteen times the buildable area of the lot, depending upon the height district. The higher the building, the greater the amount of open space due to the shrinkage of the building footprint to enable a taller building.

Zone changes and Bennett's plan. The shopping center and Valley studies reflected the inability of Bennett's zoning ordinance and Valley master plan to direct and contain development. Almost as soon as the zoning map was adopted it was amended. The era of unitary suburban subdivisions was underway. Instead of constructing new homes in the designated areas, developers purchased ranches and farmlands, sought zone changes and divided the lands into large subdivisions. A primary impetus for sale was the county tax assessor's reassessment of many agricultural lands to residential use, regardless of the zoning or master plan. In the Valley alone 804 new subdivisions were created. The 350-acre Adohr Ranch was one of the first big agricultural owners to sell its holdings. Over department and commission objections and Bowron's veto it was rezoned for residential use. Throughout the city 40,000 new home lots were created and 98,000 dwelling units were built between 1945 and 1949. Growth continued unabated into the 1970s, resulting in leap-frog development that eliminated most of the agricultural and some of industrial lands in the Valley and resulted in haphazard, sprawling development throughout the city.

JOHN E. ROBERTS, SR. (1955-64), the next director, began working for the city as a "chain gang" man (surveyor) with the bureau of engineering (1925), shortly after his graduation from high school. He transferred to the department in 1939 as a draftsman and rose to the rank of associate zoning administrator (1946-53) and principal city planner (assistant director) before becoming acting director and then director in 1955. He guided the completion, preparation or revision of over two dozen master plan elements. These included comprehensive land use and circulation plans, as required by state law (1955), generalized zoning plans for the west San Fernando Valley and communities within the west valley, and plans for library, heliport, drainage, fire and beach facilities. The first audit of the department (1956) recommended that the master plan be expedited and more systematic research, including computers, be used.

General planning. By 1960 the city's population had reached 2,479,015, of which 738,831 people lived in the San Fernando Valley. The city had grown to 458 square miles. General planning was in the vogue. In response to the audit, the department began preparing long range general plans for every community in the city. The plans contained generalized land use maps and a descriptive policy text. They provided decision makers with more flexibility and greater control over land use decisions than was provided by the old zoning plans. The zoning plans classified properties in specific zones, each with a maximum intensity of development that could be exercised by the property owner. General plans provided the planning commission and city council with a range of zones and guidelines for granting, modifying or denying zone change requests within the range. This was intended to encourage rezoning to appropriate uses and intensity of development, based upon plan policies and guidelines, as well as on surrounding uses, trends, community desires and needs. The text outlined general goals, objectives, policies, programs and standards to guide decisions. Socio-economic studies were prepared to assist in plan formulation.

The San Pedro plan (1962) and a plan for the 95-square miles of the Santa Monica Mountains (1964) were the first of the general plans to be adopted. The latter contained the city's first slope-density formula. It regulated intensity of development in the mountains and encouraged preservation of open space and natural areas. In 1958 Mayor Norris Poulson appointed a committee, chaired by Walter J. Braunschweiger, to prepare a plan for redevelopment of the central city. In 1960 the committee began releasing "Centropolis" reports of its surveys of existing land uses, available space, housing conditions, circulation, transportation, aesthetics and other issues. The committee's controversial, wide-ranging plan, "Los Angeles Centropolis - 1980," was released in 1963 (adopted by the commission in principle). It contained suggestions concerning everything from land use and code revision to elimination of smog and guided central city redevelopment for the next decade.

Computer technology came into general use as a planning tool in the late 1950s. Roberts formed a planning research section (1957) to collect and analyze data and prepare reports for use of planners and decision makers. The section began to experiment with modeling of different planning scenarios. To provide interagency land use data coordination and consistency, the city and county joined together (1959) to develop a land use planning and mapping system (LUPAMS). LUPAMS to this day provides computer accessible information concerning zoning, land use, parcel size, ownership and other data for all parcels

of land within the county. To assist in the selection of redevelopment areas and housing programs, the department used the city's central computer system to generate a housing conditions report, based on the 1960 U.S. census. To provide a reliable, consistent and current data base for planning studies, the department began preparing computer-generated demographics reports. The first was released in 1964. It contained population estimates, a housing inventory, industrial development data and other statistics. The work of the demographics unit continues to be important in establishing official population figures and statistical projections for purposes of infrastructure planning and securing federal and other allocations.

During Roberts' tenure a number of other significant measures were enacted, including Bennett's height ordinance, which replaced the city's 150-foot building height limit (1956); a residential parking ordinance (1957), which required one parking space per single-family or multi-family dwelling unit and 1.25 spaces for six or more units; revision of the subdivision regulations to create subdivision and street standards advisory committees (enabling more effective infrastructure coordination) and to allow the advisory agency to modify conditions of tract map approval (enabling a more flexible process); a 'T' Tentative classification (1963) to enable imposition of public improvement requirements on zone changes; and a Fringe Area Study, which provided statistical information about the development, infrastructure and characteristics of each candidate annexation and detachment area.

Roberts was a problem solver. He met with developers, helping them to accomplish workable solutions to development problems and to expedite their projects through the permit process. For example his public-private partnership approach included helping gravel operators to establish mining operations and Century City and Warner Center to become new urban centers. For Century City, which was rising from the old 20th Century Fox movie lot near Beverly Hills, he helped to implement imaginative subdivision, zoning and special regulations for such innovations as the bridge-street between the hotel and future theater center and superblock pedestrian malls with unconventional emergency fire access. He personally expedited, in a mere 90 days, subdivision and zone change processing for the high intensity Warner Center on the Warner Ranch property in the west San Fernando Valley.

CALVIN S. HAMILTON (1964-86), the next planning director, began his career with Harlan Bartholomew and Associates, St. Louis (1953). Prior to coming to Los Angeles he was executive director of the Metropolitan Planning Agency of Marion County (including Indianapolis), Indiana (1955-60) and of the Pittsburgh Department of Planning (1960-64). In Pittsburgh he utilized extensive citizen participation and oversaw the planning of the Golden Triangle. He became the longest serving planning director in Los Angeles history. Hamilton viewed infrastructure and zoning not as a means of promoting growth but as tools to guide and direct city development and change. In spite of efforts of Whitnall and Bennett to fashion similar growth controls, "upzoning" applications continued to be approved contrary to city plans, often for purely speculative purposes, resulting in underutilized, sometimes poorly maintained lands held by owners who hoped for future profits. Haphazard rezoning and overzoning had led to competition that had spawned blight instead of revitalization, as developers abandoned older areas in search of vacant and less expensive land. The randomness of development made infrastructure planning difficult. Residential zoning (including commercial zones that could be developed to residential uses) could accommodate an estimated ten million people; the city population was 2.8 million. Much of the 650 miles of commercial zoning was in underutilized strips along major streets and highways.

Hamilton immediately set about upgrading and diversifying his staff, recruiting women and minorities who at the time comprised less than ten percent of the professional staff. He required that new professional staff have college or graduate degrees in planning or related fields and/or planning related professional experience. During his tenure a comprehensive general plan was prepared and most of the elements were adopted, a massive rezoning program was begun, computer mapping was instituted, work was begun on an automated geographic information system, and a variety of zone code amendments were prepared and adopted. To emphasize that plans should be used, one of his first actions was to assemble all of Roberts' proposed and adopted plans into a notebook that was reproduced and distributed to the mayor, planning commissioners, councilmembers, agency heads and planning staff (1965). For the new general plan his

graphics staff created a format of binders with pockets for two-sided, folded broadside plans that contained the complete map and text of each new adopted plan element. The broadsides were popular, lightweight, easy to use documents of a manageable size that could be posted, distributed individually or in notebook sets and could be easily carried to and used at meetings. In addition Hamilton strove for interagency and interjurisdictional dialogue and coordination, helping to establish the Southern California Association of Governments (1967), which replaced the Regional Planning Association, and initiating meetings with planners of surrounding jurisdictions to discuss general planning issues. He was an internationally recognized innovator in the field of urban planning, traveling throughout the world, mostly for the U.S. Department of State, to participate in planning seminars, provide planning consultation and to lecture about planning. He hosted international delegations in Los Angeles.

Comprehensive general plan/Goals Program. To involve the public in the formulation of the 50-year Concept and 20-year Citywide plans, Hamilton initiated an unprecedented public participation "Goals Program" (1965-68). Over 70,000 people took active part in the program. Hundreds served on independently formed and funded committees (e.g., architecture and planning, behavioral science, business, technology, academic, youth and community-based committees, like San Fernando Valley's Destination 90 and the South Central Intergroup Goals Committee). The primary catalyst for the program was the Inter-Religious Committee (IRC), under the direction of Lutheran minister John Wagner, Jr. and funded by the National Council of Churches. The IRC helped to form and, in some cases, to fund other committees and projects. The committees produced study papers, conducted workshops and community events and submitted recommendations to the planning department. Many remained together until the Concept and Citywide elements were adopted (1974), commenting on the draft versions and testifying during the hearings. Over a hundred female docents (The Viewpointers), primarily drawn from the League of Women Voters, were trained as public speakers and discussion leaders. They spoke before and solicited participation of hundreds of civic and community groups within the city, neighboring cities and unincorporated areas of Los Angeles county. Mayor Sam Yorty appointed a Goals Council of representatives of the League of California Cities, county and other governmental organizations, 50 civic and business leaders and representatives from the most active Goals Program committees to evaluate recommendations submitted by the committees and general citizenry and prepare recommendations to the planning department. It sponsored a questionnaire which validated the "centers concept" chosen by the program participants. Sister Mary Corita, the renowned Immaculate Heart College artist, created publicity posters. Thousands took part in events and submitted written suggestions. Some 50,000 responded to the over 600,000 questionnaires mailed during the course of the program with telephone billings, employee paychecks and by other means. To generate futuristic thinking and awareness of the potential shape and form of the city, the planning department produced a series of colorful papers that provided alternative scenarios and imaginative ideas. Thousands of copies of these and committee papers were distributed to foster discussion.

The Goals Program was the largest metropolitan citizen involvement program in U.S. history. Never had the general citizenry been so actively involved in city policy formulation apart from the voting booth. One of the significant results of the Goals Program was to prompt people, many of whom had never been active in politics or civic projects, to become and remain active. The new activism led to formation or expansion of dozens of community based homeowner and political action groups, many of which joined in coalitions to lobby for common interests. An unexpected consequence of the plan hearings was that they served as a catalyst for the local environmental movement. Representatives of the few existing environmental organizations and newly sensitized individuals sometimes met for the first time during the hearings, subsequently creating new environmental action groups and forming networks and coalitions to lobby for environmental issues. The local Sierra Club, which up to then had been a hiking club, for the first time voted to engage in lobbying activities, joining with other environmentalists to urge that the plan limit growth and match growth with the carrying capacity of the infrastructure. The activism of these groups helped convince decision makers to retain the central feature of the plans which was to reduce the existing ten million population capacity to a four million capacity, direct growth into designated centers and protect stable single-family neighborhoods and open space. In addition to the Goals Program, citizen advisory committees

were appointed for the first time by city councilpeople to assist the department in preparing community plans and design review boards were established as a part of specific plan procedures to help oversee plan implementation. The Goals Program marked the beginning of a 30-year era of community based planning activism in Los Angeles. It became a model for citizen participation in planning both in the United States and abroad.

The result was the 50-year Concept ("centers plan") and 20-year Citywide policy plan that guided formulation of the land use and technical elements of the general plan. They and other and Goals Program related studies were prepared under the guidance of general plan division head Arch D. Crouch, who had worked in the department since 1948, and senior planner G. David Lessley, who joined the department in 1958. The affable Lessley also was the principal liaison with the Goals Program. The Concept and Citywide plans reflected the city as it existed. They proposed zoning designations that would reinforce and enhance positive features of the city's form. Concept identified 56 high intensity centers, including 18 outside the city (e.g., Pasadena). It linked the centers with rapid transit systems and to lower density community centers with a network of people mover and public transit systems. "Downzoning" of underutilized zones was envisioned to protect stable single-family areas and open space, define and contain the centers and focus new growth into them, thereby enhancing their viability and that of the rapid transit systems. A major issue that delayed plan adoption was a graphic issue. Some councilpeople objected to the size of the circles denoting centers on the Concept map and the land use configurations and generalized boundaries of the centers in the Citywide plan. Some were concerned that the circles and boundaries were too large and others that they were too small. As a compromise the Citywide plan map was deleted and the circles on the Concept map were made identical. Within a few years the department would be criticized for not defining the centers, which generated a centers definition study that met the same fate (circa 1984) as the first effort.

The land use element of the general plan provided the only definition of the centers. It also defined open space, low density neighborhoods, industrial centers and other land use categories. It was comprised of 35 separate community plans. Approximately 30 technical general plan elements provided guidelines for planning and development of infrastructure (streets, drainage, libraries, fire facilities), special areas (harbor, airport, civic centers) and specific issues (air quality, housing). Seven elements were mandated by state laws enacted between 1953 and 1984: land use, circulation and scenic highways, conservation, housing, open space, noise and safety (relative to natural hazards like earthquakes and floods). To implement the plans and enhance the quality of urban life the department prepared and saw to adoption ordinances to control signs, preserve historic structures and sites, protect open space and hillside areas, save native oak trees, encourage retention of equinekeeping uses, establish scenic parkways and impose design, use and development controls on designated new high density centers and existing neighborhoods. Specific zoning ordinances for high density "new cities" (Century City and Warner Center) included pedways, traffic control measures, open space requirements and density phasing to ensure provision of adequate infrastructure systems and public amenities. The Central City community plan (prepared with the assistance of the Central City Association) replaced Centropolis as the guide for downtown redevelopment. It allowed transfer of development rights from one site to another, encouraging construction of high rise buildings, preservation of lower density uses and creation of new public amenities, thereby creating an interesting and varied skyline and pedestrian environment. The 72-story Library Square Tower (the tallest building west of Chicago) was allowed by transfers which resulted in the preservation and rehabilitation of the historic Central Library. The historic Bradbury Building and the Embassy Hotel were rehabilitated and the Biddy Mason (ex-slave, business leader and founder of the First AME Church of Los Angeles) mini-park on the site of Mason's home, behind the Bradbury building, were created as a result of transfers.

Hamilton passionately advocated pedestrian walkways (pedways) over streets, to be linked with guideway mass transit (people mover) systems and pedestrian malls and plazas. His Bunker Hill system was approved by the commission and implemented. It is the most extensive system in the city, connecting the Bunker Hill residential towers to office, hotel, commercial buildings and associated pedestrian plazas between Second, Fifth, Figueroa and Flower streets. The redevelopment agency and major owners of

potential and proposed projects opposed the costly system, blocking its connection to the planned Arco Plaza buildings and beyond Fifth Street. Although plans and technology were explored for a parallel people mover system, downtown property owners, who would have subsidized it, opted for a less costly and more flexible mini-bus program which today is operated by the city's department of transportation. Pedways already existed or were required as part of the Century City and Warner Center specific plans.

Fixed guideway mass transit was a key feature of the Concept and Citywide plans, linking the high density centers of the urban area. From 1933, when construction of an elevated ('El') line from 6th and Main Streets to the Los Angeles River was terminated by voters in favor of building Union Station, to 1980, voters and the council consistently turned down proposals for fixed guideway mass transit systems. In 1973 Mayor Tom Bradley entered office on a campaign promise to build a subway system. He successfully secured federal funds for subway planning and in 1980 spearheaded the Proposition A campaign. Proposition A was the first Los Angeles County voter-approved tax specifically intended to fund public transportation. Hamilton energetically campaigned for Proposition A. Other measures and funding eventually enabled the planning and construction or implementation of an integrated system, including a subway (first line 1993), interurban light rail system (Metrolink's first line 1990) and metropolitan light rail system (first line 1990), shuttle buses and other public transit. The rail systems link high density centers throughout the city and region.

General plan implementation. During Hamilton's tenure the city's ability to implement plans was enhanced by court actions and state legislation. Since its inception the city had struggled to build an adequate infrastructure to meet its growth needs. Due to its inability to exact payment or improvements from land owners, it relied primarily on public funds to pay for improvements. In a 1966 landmark decision, *Southern Pacific Railroad v. the City of Los Angeles*, the state supreme court upheld the right of the city to withhold building permits for noncompliance with public dedication requirements. The decision strengthened the ability of local jurisdictions to secure public improvements in conjunction with new development. Local authority was further strengthened by the 1971 California Environmental Quality Act that required projects to mitigate potential environmental impacts associated with the projects, including anticipated traffic congestion.

By the 1970s, under the state Subdivision Map Act, environmental mitigation provisions and city regulations, the city was able to require developers to dedicate land and construct improvements, or contribute funds for improvements to mitigate impacts of projects and provide infrastructure to serve new development. This resulted in the systematic expansion and improvement of local street, sewer and other systems in conjunction with subdivisions and other development, consistent with the general plan. The 'Q' qualified (enacted 1970) and 'T' tentative zone classifications enabled conditions to be imposed on rezoning. When a zone change was adopted, the qualified and/or tentative classifications could be added to indicate that conditions must be fulfilled (Q) and public improvement requirements met (T) before the new zone could be effectuated and a development project could proceed. Pursuant to *Nollan v. California Coastal Commission* (U.S. Supreme Court 1987) findings had to identify a nexus between project impact and a mitigation measure. Conditions could not be capriciously imposed.

A series of court actions in the 1970s and 1980s emphasized that plans were to be taken seriously. For example, maps previously had indicated generalized locations of potential future sites for parks and other public facilities. That practice ceased after a series of court rulings for other jurisdictions deemed designation of private property for public use a "taking" (inverse condemnation) unless the owners were fairly compensated. Zoning consistency requirements further reduced the generality of plan maps and emphasized that plans should mean what they say and should be implemented.

Downzoning. A 1974 state law required cities and counties to bring their zoning into consistency with their general plans but provided no deadline for compliance or penalties for noncompliance. Initial efforts to rezone neighborhoods met with resistance from property owners, thereby slowing implementation. In 1977 the Vincent Thomas Act (Government Code Section 65860, aka state Assembly Bill 283) required that all

cities with populations of over two million make their zoning consistent with their adopted land use plans within three years. Because Los Angeles was the only city in the state with a population of over two million, the city challenged the law in court. To comply with state law, a systematic community rezoning program was begun (1980) to downzone the city from higher intensity zones to plan designated lower intensity zones so as to protect existing stable low density neighborhoods. Only a few communities had been rezoned when the superior court issued a stipulation agreement pursuant to the Thomas Act (1985). To meet the stipulation deadline, the department in less than three months created zone-plan consistency maps and adopted an interim ordinance generally prohibiting building permit issuance and zone changes that were inconsistent with general plan land use classifications. The court agreement required completion of the program within three years. Subsequent extensions were issued, based on the city's good faith efforts. A court representative was assigned to monitor the city's compliance. Between 1980 and consistency program completion in 1996 the city was downzoned to an estimated population capacity of 6.5 million and many commercial properties were rezoned to their existing residential uses. The city population was 3.4 million.

Environmental quality board. The environmental quality department was abolished and its board and one professional staff member, city planner Sam Campbell (previously of the planning department), were transferred to the planning department by ordinance in 1977. The prior and new ordinance gave the board little more than advisory authority and charged it with preparing a state of the city's environment report. With additional planning department resources, Campbell produced the first report in 1978. The board was abolished when the Environmental Affairs Department and commission were established in 1990.

Neighborhood protection movement. In the late 1970s neighborhood coalitions, particularly in south Los Angeles and Hollywood, organized against intrusive activities that were diminishing neighborhood safety and stability. Eventually they linked with homeowner and citizen groups throughout the city to secure a series of neighborhood protection ordinances designed to give the city more control over use permits and to provide citizens with a means for directly influencing permit issuance. The first of these code changes was the adult entertainment ordinance (1978) which imposed conditional use procedures on massage parlors, adult bookstores, sexual encounter establishments and similar facilities. It was followed by a hotel/motel study (1982) that resulted in provisions designed to protect residential neighborhoods, schools and other family oriented uses from prostitution and related activities (1984). One of the most significant ordinances was the South Central interim specific plan (Ordinance 158,820, subsequently extended by other ordinances). It imposed conditional use-type procedures on issuance of permits for establishment, expansion, or change of mode or character of alcohol sales facilities for off-site consumption, e.g., liquor stores, neighborhood markets. Findings included nearness to residential, church and other family related uses and distance from other alcohol sales uses. As with the prior two ordinances, provisions allowed for imposition of hours, site maintenance and other conditions designed to protect the surrounding neighborhood. A similar ordinance subsequently was added to the code for city wide application (1985).

Slow growth movement. In the 1980s the "slow growth" movement (a national environmental-homeowner movement), demands for affordable housing, increased traffic congestion and more stringent federal, state and regional air and water quality measures resulted in city ordinances, project mitigation programs and plan revisions designed to slow and limit growth and mitigate growth impacts of new development. A economic boom beginning in the late 1970s, coupled with the reduction in available vacant land resulted in private redevelopment of flatland and hillside sites with larger projects and more intense uses. Land in hillsides which once had been considered too steep and costly to develop became prime land. The visual intrusions into and transformations of communities, boulevards and neighborhoods spurred demands for stopping or slowing growth, increasing public control over the size and design of development projects and for general plan revision. Many of the community plans were out of date and the revision process was taking from four to eight years due to difficulty in securing community consensus and getting the plans approved. To establish temporary land use controls pending completion of general and specific plans, interim ordinances with design (height, bulk, setback) and other neighborhood protection measures were drafted to guide permit issuance. Concurrently, phased congestion management programs were devised

to assure that large projects provided adequate traffic control, air quality improvement alternatives and congestion management, e.g., new or modified traffic signals, car pooling, shuttle buses, staggered work hours, trip generation fees, etc. Most of this activity was underway or in its early stages when Hamilton retired in 1986. Planning was shifting from a systematic, orderly approach with work program priorities set annually to an ad hoc approach in which staff resources were reassigned to address urgent neighborhood land use issues as demands arose. The crises reflected the growing clout of the slow growth-neighborhood protection movement and its demand for more restrictive measures to protect and enhance the quality of urban life.

KENNETH C. TOPPING (1986-90) was the next planning director. He came to Los Angeles from the county of San Bernardino where he had served as planning director (1973-82) and, subsequently, as deputy administrator of the county's development services. Prior to that he had worked for the Los Angeles County Regional Planning Commission (1957-73) where he had risen to the position of coordinator of the general plan program. Although director for less than five years, Topping grappled with an array of ad hoc issues and oversaw the initiation and/or adoption of numerous plans and ordinances. Mayor Bradley directed him to expedite and assure equity in implementation of the consistency program and of the anticipated Proposition U height rollback initiative, to accelerate the community plan revision program, to devise a way to address the balanced growth/jobs-housing issue (providing infrastructure to match population and housing to match jobs created by commercial and industrial expansion), to prepare a mixed land use plan and ordinance, to expand the department's personnel diversity, to address central city development issues and to establish a more amicable relationship with the community redevelopment agency.

The latter three issues had come to a head about the time Topping arrived. A number of city agencies had been accused by employee organizations and others of personnel bias and/or failure to fully implement the federal and city affirmative action mandates, e.g., to take affirmative action in recruiting, hiring and promotions to increase ratios of women, minorities and the specially abled at all levels of the work force. With increased funding, Topping significantly increased personnel diversity. The central city issue revolved around concern that high density projects around Union Station and west of the central city would draw office and business tenants from the central city and add to traffic congestion, thereby reversing decades of effort to revitalize the downtown. Solutions included preparation and adoption of the Central City West specific plan (1991) to retain the area primarily in residential use but to allow limited high rise development, require replacement of demolished affordable housing units, protect historic buildings and neighborhoods and impose traffic mitigation measures on new projects. Nevertheless, the redevelopment agency opposed the plan, fearing any allowance for intensity activity would attract development from the adjoining central city. In spite of such disagreements, Topping and the agency administrator and their staffs met regularly, successfully establishing planning coordination between the two agencies.

Growth management/downzoning. Of immediate concern to Topping was the expected passage of Proposition U, the slow growth ballot initiative sponsored by Councilmen Marvin Braude and Zev Yaroslavsky to cut in half the allowable intensity of development of commercial and industrial zones which were classified in Height District No. 1 (from an allowable development of three times the buildable area of a lot to 1.5 times the buildable area). Prior to Topping's arrival 100 miles of street frontages in Hollywood were surveyed and reclassified to exempt portions of the intended high density center from Proposition U and to add portions which would have been exempted because they were in Height District No. 2. Proposition U was approved by the electorate November 1986. Since the majority of the city's commercial and industrial zones were affected, it provided one of the most significant growth reduction measures ever enacted for a major American city. Other measures were employed to provide equity for in-fill properties and to exempt some areas where the city wanted to enhance redevelopment activities.

The consistency program was greatly accelerated by Topping. Additional funds were allocated for hiring of staff and to expanding the geographic information system (GIS) mapping program. A new division was created to administer the massive program. Bob Sutton, a senior city planner (section head) who joined the department in 1970, had been assigned to organize and direct the program in 1985. He subsequently

was appointed associate zoning administrator (1985) and principal planner in charge of the new division (1987). He is credited with masterminding the strategy for simplifying and expediting a combined rezoning-community plan amendment process and for structuring GIS as a tool for the program and for future plan revisions. He supervised dozens of professional and technical staff people who conducted research, prepared the GIS data base and maps, fielded public inquiries and conducted hearings on behalf of the commission. He devised a mini-plan revision process using public workshops instead of citizen advisory committees to solicit comments on potential zone changes and plan amendments. To assure policy consistency, a hearing officer procedure was instituted that enabled him and the director to review and modify staff recommendations before submitting them to the planning commission. The consistency program resulted in revisions to all of the 35 community plans (1985-96).

To expedite plan revision and distribution, the general plan was reformatted, replacing the broadsides with looseleaf notebooks for each plan. To facilitate community plan mapping and amendment relative to the consistency program, the automated geographic information program was accelerated, using the department's computer system. Today plan maps are computer generated and divided into sections, each printed on a single 8½x11-inch sheet. Pages, instead of entire plans, are revised to reflect plan amendments. To facilitate amendment distribution the department maintains a list of recipients and subscribers.

The Sewer Permit Allocation Ordinance, another growth limitation measure, was adopted in 1988. It provided the impetus and resulted in funding for the department to replace the Concept and Citywide elements. For over a decade the city had been debating with the federal government the issue of discharge of treated sewage into the Pacific Ocean. A negotiated settlement in the late 1970s called for upgrading of the city's sewage treatment facilities to achieve federal clean water standards. Other challenges followed. In the meantime, the city's sewer treatment facilities were operating at 92% capacity and the sewer upgrade program had been delayed by the challenges. To limit construction of new land development projects consistent with the sewer system capacity, sewer permit allocation ordinances were adopted in 1988 and 1991. Due to an economic recession that slowed building construction in the late 1980s, the ordinances were not triggered but the consultant who helped draft the ordinance urged that a growth management element be incorporated into the general plan to better integrate the city's planning and development. Eventually the disputing entities agreed that U.S. Environmental Protection Agency (the lead federal agency in the agreement) and city should prepare a Wastewater Facilities Plan (WFP). The Southern California Association of Governments (SCAG), which was designated by the state to review local plans and significant projects for conformity with the regional air quality, mobility, growth management (GMP) and other plans, challenged the WFP. In a negotiated agreement (January 1991) the parties approved a mitigation plan that required wastewater treatment service in the Hyperion Wastewater Treatment Plant area to be sized and phased, based on the SCAG population projections which were to be derived from and consistent with the regional and city GMPs. The city agreed to revise its general plan air quality, growth management and transportation elements to achieve conformity with the regional plans, thereby providing the basis for the conformity finding required of the WFP.

In 1987 Heal the Bay, an environmental organization, successfully sued the city, resulting in requirements that Los Angeles reduce contaminants entering the Santa Monica Bay. Mayor Bradley formed a water conservation task force, chaired by Topping, to evaluate methods for reducing water consumption and discharge. The study was overtaken by an extended drought (1987-92) which led to enactment of a comprehensive water conservation ordinance (1988) and accelerated development and implementation of more efficient water conservation and reclamation strategies and methods by the departments of water and power and public works.

A site plan review ordinance (Municipal Code Section 16.05) was adopted in 1990 in response to the *Friends of Westwood, Inc. v. the City of Los Angeles* court action. The suit had challenged the city's issuance of building permits for construction projects without environmental review if projects utilized existing zoning and sought no other discretionary actions. The site plan review procedure enabled

imposition of mitigation measures on potentially significant "by-right" construction projects, thereby providing another important neighborhood protection measure.

LA/DAPT citizen participation project. Not all was crisis planning during Topping's tenure. In 1988 and 1989 an important citizen planning project took place, the Los Angeles/Design Action Planning Team (LA/DAPT) project. It was co-sponsored by the planning department and the Urban Design Coalition (a team of architects, planners and urban designers), under a grant from the National Endowment of the Arts and was supported by the mayor and his urban design review advisory committee and by councilmembers. Emily Gabel-Luddy, a senior city planner who had begun work for the city as a landscape architectural assistant in the recreation and parks department (1977) and transferred to the planning department in 1979, had conceived of the project and sought the grant.

LA/DAPT was an experiment in using intensive charrettes (workshops) as a catalyst for generating neighborhood based urban design action programs. They were conducted in four diverse neighborhoods of the city: Central City North/L.A. River, Los Feliz, South Central and Van Nuys. A temporary headquarters was established in each neighborhood, complete with duplicating and other equipment and materials. Local residents, businesspeople and property owners; homeowner and civic organization representatives; professional planners, architects and other technical advisors; and staff of city agencies were brought together for a single three-day (Friday through Sunday) intensive interactive exchange. They evaluated the target neighborhood and arrived at design and other ideas for enhancing neighborhood identity and improvement. The emphasis was on local, private or public/private initiatives, actions and resources, instead of calling on government to accomplish the enhancements. Before each charrette disbanded, the participants prepared and printed a report which subsequently was presented by members to the planning commission and city council.

The LA/DAPT project demonstrated the need for the general plan and zone code to contain urban design tools to assist local efforts in protecting unique community features and enhancing neighborhoods. It also spawned interest within the department, city council and local communities and other government agencies in urban design and use of the charrette approach as a planning tool. The Los Feliz charrette was a catalyst for a community improvement effort which by 1997 had reversed a trend toward blight and had reenforced Los Feliz as a vital economic, residential and cultural area. In Central City North, LA/DAPT became a catalyst for the Taylor Yard-Los Angeles River planning efforts. In the planning department the LA/DAPT approach is being used by some of the community plan projects, notably in Southeast and South Central Los Angeles and Crenshaw-Leimert (and by the Metropolitan Transportation Authority relative to the Crenshaw rail line study), and was used in the general plan revision program. As a result of findings by the LA/DAPT groups that urban design tools were needed, an urban design section was incorporated into the Framework element of the general plan.

A general plan balanced growth element to meet the conformity mandate was initiated by Topping in October 1989. With the help of citywide planning division head R. Ann Siracusa, the program for the balanced growth element was formulated and authorization secured for hiring consultants to assist the department. The goal was to bring the city's growth and infrastructure capacities into alignment and to provide guidelines for systematic infrastructure upgrading and expansion. Siracusa had been in charge of comprehensive planning for the department since 1991, after serving as planning director for the cities of San Bernardino and Santa Monica, for Fresno County and as a planner with the county of San Bernardino.

Because the department lacked enough staff to carry out the downzoning program, expeditiously update the 35 community plans and citywide elements, and prepare special ordinances, Topping secured additional funding from the council/mayor, other city agencies and from private developers. The latter enabled coordination with large private projects like Playa Vista, which were preparing their own specific or master plans. To avoid conflicts of interest, special administrative procedures were created to assure departmental and fund allocation independence from the private entities. Sewer construction, local Proposition C (state gas tax), contributions from the departments of airports, harbor, water and power and

from the community redevelopment agency and other non-general fund sources were allocated for the balanced growth element project.

Other projects. In addition to these major program thrusts, during Topping's tenure staff prepared a variety of neighborhood protection ordinances including over a dozen interim ordinances, many to regulate development in hillside areas; mini-mall and commercial corner ordinances (site plan review and design guidelines to reduce parking, traffic, nuisance and visual impacts); a citywide ordinance to regulate on-site sale of alcoholic beverages; and code changes to facilitate revocation or imposition of mitigation conditions on already existing uses that had become neighborhood nuisances. These and related use permit and monitoring measures provided the city and citizens with additional land use measures for enhancing neighborhood stability. Over a dozen specific plans were initiated or adopted, including Hollywoodland (historic and architectural preservation); Girard Tract and Mulholland Scenic Corridor (hillside protection); Airport/El Segundo Dunes and Playa Vista (coastal protection); Westwood Village, Colorado Boulevard in Northeast L.A., Granada Hills (neighborhood protection, pedestrian-oriented urban design); Oxford Triangle in Venice (mixed use); Ventura-Cahuenga Boulevard Corridor (traffic and parking mitigation); and Porter Ranch (new town development with project and infrastructure phasing). Topping also oversaw preparation of the city's Recovery and Reconstruction Plan (emergency management) and revision of several community plans, including the Hollywood plan.

MELANIE S. FALLON (1991-92) served as acting director during the critical year in which the Framework program was in its formative stages. She had been a deputy director since 1991, after serving as planning director for the city of Santa Ana (1983-6) and in the planning agencies of the cities of Inglewood, Manhattan Beach and Santa Monica. In January 1991 consultants were hired to assist with the growth management project (the primary consultant was Envicom Corporation of Agoura Hills). Emily Gabel-Luddy was appointed project manager. With the assistance of consultant Richard Tustian of Montgomery County, Maryland, a four-year program was drafted for preparation of an overarching comprehensive plan, the "Framework," to replace the Concept and Citywide plans. An audit of the department (1991) reinforced the decision to accelerate general plan revision and to make the elements consistent with one another. Beginning in June 1992 charrettes were used to solicit ideas from technical experts, homeowner and civic groups. The draft was refined using technical and select public review in 1994-95. Siracusa and Gabel kept the project on schedule and within budget, submitting the proposed plan to the commission in 1995. Framework updated information to guide revision of the citywide elements (housing, open space, circulation), thereby speeding revision of the entire general plan and providing policy and program guidelines for the land use (community plan) and other general plan elements. An urban design section guides and encourages development and redevelopment of neighborhood, community and regional centers as more "people friendly" and aesthetically attractive environments.

CON HOWE (1992-) became the next director. He had been executive director of the Massachusetts Land Bank (a state redevelopment agency operating out of the governor's office) and executive director of the New York City Planning Department. In New York he had overseen the general and borough planning programs and directed the Lower Manhattan Project, a public-private partnership to promote comprehensive improvement of that borough. Since coming to Los Angeles Howe has overseen the preparation and adoption of the Framework plan (1996), completion of the zoning consistency program (1996) and the initiation or adoption of updates to or revisions of the city's 35 community plans and other general plan elements. He has initiated an annual growth monitoring program, improved permit processing procedures and accelerated and modernized the department's automated data and mapping systems, including initiating automation of the city's 1,888 zoning maps. Significant code amendments and specific plans thus far adopted during his tenure include a comprehensive hillside protection ordinance; a landscaping ordinance (prepared with the assistance of a public-private sector committee) that provides optional approaches and a point system to encourage water conservation, heat mitigation and fire resistant selections; the city's first open space and public facilities zones to permanently protect significant public sites; a pedestrian oriented district and mixed use ordinances to encourage implementation of the Framework element commercial area provisions; and adoption of over a dozen revised or new specific

plans, including Alameda District (Union Station area), Mount Washington/Glassell Park, Reseda, Valley Village/North Hollywood and Warner Center.

[For more detailed information about Howe's programs see: "City Planning Department, Los Angeles: Description and Programs," Los Angeles City Planning Department, 1998.]

LIST OF LOS ANGELES CITY PLANNING DIRECTORS
(And Additional Biographical Information)

G. Gordon Whitnall: consultant-secretary to the planning commission (1920-1925); director-manager of city planning (July 1, 1925-June 1, 1930). After leaving the department, he served without compensation for six months as acting executive secretary of the League of California Municipalities (later League of California Cities). He visited 200 of the 250 cities in the state, urging them to join the new organization which he correctly envisioned would enable pooling of resources for purposes of promulgating and lobbying for legislation beneficial to municipalities. From 1932 to 1935 he was coordinator of the Los Angeles County Committee on Governmental Simplification, establishing what may have been the first government intern program in the nation. The committee under his leadership drafted recommendations that led to the creation of the county administrative officer position, consolidation of health services within the county and concepts for planned suburban communities (Lakewood plan). He helped draft legislation for the state's first planning agency, the California State Planning Board, and was appointed a member of the inaugural board in 1935. In the 1940s he helped design the University of Southern California's first graduate school planning curriculum. From 1967 to 1969 he served on the Citizens Committee on Zoning Practices and Procedures which recommended charter, code and procedural changes to improve processing of discretionary planning actions. He also offered suggestions for development of the Los Angeles "centers concept" general plan (adopted 1974). He died in Los Angeles on September 23, 1977 at age 91.

Thomas Coombs: June 11, 1930-October 1, 1935. He reverted to his former zoning engineer position and later left the department, probably around 1943. No further information could be located.

William N. Thorpe: October 4, 1935-April 18, 1939. He returned to his real estate business. He died in Los Angeles on November 25, 1974 at age 84.

Huber E. Smutz (interim director): April 21, 1939-December 31, 1940. He served his entire career with the department, retiring as chief zoning administrator in 1968. The scrupulously ethical Smutz eschewed offers of consulting work but remained active in the Los Feliz homeowners association, occasionally testifying on issues of public concern. He lived in Los Angeles until his death on April 1, 1983 at age 80.

Glenn A. Rick: January 2, 1941-June 30, 1941. He left the city to return to his former position of planning engineer (planning director) for the city of San Diego (1927-41, 1941-55). He was responsible for turning 4,000 acres of mud flats into the world class Mission Bay aquatic park (Sea World), marina and recreation area. He left public service in 1955 to form, with his two sons and two colleagues, an engineering consulting firm in San Diego. He retired in 1977. Rick died in San Diego on February 20, 1983 at age 83.

Charles B. Bennett: July 24, 1941-December 31, 1954. After leaving the department he was planning director for Pereira and Luckman Architects and Engineers, Los Angeles before establishing his own office in 1956. He died in Los Angeles September 6, 1961 at age 67.

John E. Roberts, Sr: January 1, 1955-March 31, 1964. After leaving the department he became a planning consultant, primarily for the rock and gravel industry (Conrock) and Indian tribes in the Palm Springs (Agua Caliente tribe) and Colorado River area. He taught and advised the tribes regarding planning and development, prepared plans and helped them secure land development rights through the courts and federal government. He died on July 12, 1994 at age 87.

Frank P. Lombardi (acting director): April 1, 1964-August 30, 1964. He was a native of San Francisco where he worked for the city-county redevelopment agency, initiating the revitalization plan for the waterfront and overseeing preparation of the Embarcadero Center plan. He left San Francisco to become the first planning director for the new state of Hawaii, overseeing preparation and adoption of the state land use plan with its provisions for extensive permanent green belts. He came to Los Angeles to serve as acting director. In 1964 he was reassigned from acting director to executive officer of the department, a position he held until his death January 7, 1981 at age 61.

Calvin S. Hamilton: August 31, 1964-July 8, 1986. Following his retirement he was as a planning consultant and lecturer. He died in San Diego on May 27, 1997 at age 72.

Kei Uyeda (acting director): July 9, 1986-July 13, 1986. He joined the department as a planning assistant (1960), rising to the position of chief hearing examiner, then executive officer prior to becoming acting director. After retiring from the department in 1990 he became a planning consultant in the greater Los Angeles area.

Kenneth C. Topping: July 14, 1986-December 31, 1990. After leaving the department he served for over a year as consultant to the city's emergency management program. He was a planning consultant in the United States and abroad, specializing in land use and economic planning, information technology use, citizen participation and emergency management planning. In 1997 he became general manager of the three square-mile community services district (infrastructure planning and development) of Cambria for San Luis Obispo County on the central California coast near Hearst Castle.

Melanie S. Fallon (acting director): January 1, 1991-February 19, 1992. She returned to her deputy director position, overseeing the Framework program. In 1994 she became director of community development for the city of Huntington Beach, California and in 1998 also was serving as acting assistant city manager.

Con Howe: April 6, 1992-present

ANNOTATED BIBLIOGRAPHY AND LOCATION OF SOURCES

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University of California at Los Angeles Oral History Program (transcripts are in UCLA Research Library, Special Collections):

"Architecture, Planning and Social Responsibility: Robert E. Alexander" (interviewed by Marlene L. Laskey). (Alexander was a prominent Los Angeles architect. He was president of the planning commission during Bennett's tenure.)

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Whitnall, G. Gordon. Interview by the author (1969) and notes from assorted papers and speeches loaned by Mr. Whitnall to her in 1969.

**For update see: Anne V. Howell, "List of Past Board of Zoning Appeals, Planning Commission and Environmental Quality Board Members and Past Planning Directors," memorandum to Deputy Mayor Mark D. Fabiani, September 27, 1991.

NOTES ABOUT LOCATION OF PLANNING MATERIALS

1921-1941 planning commission/department files are missing except for: minutes (which are in the city archives, City Clerk's Office); case files relating to specific properties, e.g., zone variances (on microfilm in the Planning Department central records section); and annual reports/Accomplishments (a complete set is in the city archives; a partial set is in Planning Department's central records).

1941-present: the city archives has important archival materials (including city council and commission minutes, and a subject card file for city council records (e.g., references to some planning directors, important projects, etc.). In addition, the Planning Department central records section has case files, current plans and publications and a few historic publications. Los Angeles Design Action Planning Team (LA/DAPT) files have not been transferred to archives because the materials are in use.

Libraries with substantial planning department reports, maps or other documents: Huntington Library, University of California at Los Angeles Research Library (special collections), University of California at Northridge Urban Studies Program (planning archives and library), University of Southern California School of Urban Planning and Development (archives and library) and the Los Angeles Central Library.

Charles B. Bennett: what remains of his personal collection of planning books and journals, etc., including some papers, reports and plans relating to his tenure with the city, are in the University of Southern California School of Urban Planning and Development archives. This apparently is almost the full extent of personal and family archival materials. According to his daughter and friends he generally did not prepare formal speeches, write articles for professional journals or other publications or collect files about himself or his activities. The Planning Department publications unit (reference stacks) has a bound volume of planning department materials he donated to the department upon his retirement. It contains some plans, studies and "Accomplishments" published during his tenure.

Calvin S. Hamilton: personal and professional papers relating to his tenure with Los Angeles are at the Huntington Library; other papers are in the National Building Museum, Washington, D.C.; bird and plant slides are in the National Arboretum, Washington, D.C.

Glenn A. Rick: studies, plans, etc. that are associated with his work are in the possession of the Glenn A. Rick Engineering and Development Company, San Diego. His privately published autobiography (SAN DIEGO 1927 TO 1955: RECOLLECTIONS OF A CITY PLANNER, 1977) and two books he wrote about the Mission Bay project, along with other materials about him and his work are in the San Diego Central Library. Plans, commission minutes and other documents relating to his tenure with the city of San Diego are in the San Diego city record center and archives, maintained by the San Diego City Clerk.

John E. Roberts: remaining personal papers are in the possession of his family.

G. Gordon Whitnall: personal and professional papers dating from the late 1950s are at Cornell University. Prior Whitnall papers could not be located. Charles Whitnall's papers and other family information are in the Milwaukee County Historical Society and the Wisconsin State Historical Society (Madison) libraries.

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